

University of Warwick institutional repository: <http://go.warwick.ac.uk/wrap>

A Thesis Submitted for the Degree of PhD at the University of Warwick

<http://go.warwick.ac.uk/wrap/34739>

This thesis is made available online and is protected by original copyright.

Please scroll down to view the document itself.

Please refer to the repository record for this item for information to help you to cite it. Our policy information is available from the repository home page.

Managing behaviour in mainstream schools:
changing the culture.

Volume 1 (of 2)

by Richard William Crombie

This thesis is presented for the
degree of Doctor of Philosophy

Department of Education
University of Warwick
Coventry

July, 1995



Table of contents

page

List of contents, Vol.1

i

Vol.2

xi

List of tables and figures

xxv

List of graphs

xxviii

List of appendices

xxx

Acknowledgements

xxxii

Declaration

xxxiii

Summary

xxxiv

Abbreviations

xxxv

Dedication

xxxvi

List of contents (Volume 1)

<u>Chapter 1</u>	<u>Introduction</u>	page 1
1.1	The Northern Area Education Support Service	1
1.2	The research	3
1.3	Elements within the context of NAESS	6
1.4	The form of the thesis	7
1.4.1	Aims and outcomes	8
1.4.2	Methodology	9
1.4.3.	Theory	9
1.4.4	Issues	10
1.5	The structure of the thesis	11
1.5.1	Part A, Literature Review	11
1.5.2	Part B, The establishment of the Northern Area Education Support Service	12
1.5.3	Part C, The empirical work	13
1.5.4	Discussion	14

Part A The Literature Review

CHAPTER 2 A research perspective page 15

2.1	Introduction	15
2.2	The research tradition in education	16
2.2.1	Traditional approaches	16
2.2.2	Criticism of traditional approaches	16
2.2.3	A new educational research methodology?	17
2.2.4	Differences between research in education and the social sciences	18
	i. audience	
	ii. status of theory and methodology	
	iii. adoption of new research approaches	
2.3.	Ontological and epistemological factors	20
2.3.1	Theory of knowledge in traditional research	20
2.3.2	Criticism of the positivist approach	21
2.3.3	Human agency	21
2.3.4	The multi-factoral nature of educational research	22
2.3.5	The role of theory in educational research	23
2.4	Alternative research methodology	24

2.4.1	Theory of knowledge in alternative research methodology	24
2.4.2	Validity in alternative research methodology	25
2.4.3	Researcher skills	26
	i. high quality awareness	
	ii. co-counselling	
	iii. feedback loops	
	iv. chronology	
2.5	Criteria for determining the quality of research	29
2.5.1	Keeping close to the data	29
2.5.2	Theory integrated at diverse levels of abstraction	30
2.5.3	Reflexivity	30
2.5.4	Theoretical sampling and negative case analysis	31
2.5.5	Sensitivity to negotiated realities	31
2.5.6	Transferability	32
2.6	The rôles of the researcher in new paradigm methodology	32
2.6.1	The personal perspective	33
2.6.2	The professional perspective	34
2.6.3	The researcher perspective	37
	i. ethics	
	ii. research and related activities	

iii.

2.7	Piloting of research instruments	41
2.8	Data treatments	43
2.8.1	Data collection	44
	i. review of documents	
	ii. collection of statistics	
	iii. interviews	
	iv. questionnaires	
2.8.2	Data analysis and presentation	45
	i. transcripts	
	ii. statistics	
2.8.3	Data interpretation	48
2.9	Summary	49
Chapter 3	<u>The psychological perspective</u>	page 52
3.1	Introduction	52
3.2	Social Cognitive Theory	54
3.2.1.	Main components of Social Cognitive Theory	54
	i. symbolising capability	
	ii. forethought capability	
	iii. vicarious capability	
	iv. self-regulatory capability	

v.	self-reflective capability	
3.2.2	Applications of Social Cognitive Theory	56
i.	social credibility	
ii.	amenability to trying out	
iii.	incentives	
iv.	social networks	
3.3	Personal Construct Theory	60
3.3.1	Main components of Personal Construct Theory	60
3.3.2	Applications of Personal Construct Theory	61
i.	ordinacy	
ii.	conflict	
3.4	Systemic approaches	66
3.4.1	Main components of a systemic approach	66
i.	contexts	
ii.	connectedness	
iii.	The effects of the observer on the system	
3.4.2	Applications of systemic approaches	67
3.5	Rational Emotive Theory	68
3.5.1.	Main components of Rational Emotive Theory	68
3.5.2.	Applications of Rational Emotive Theory	68
3.6	Attribution Theory	70

3.6.1.	Main components of Attribution Theory	70
3.6.2	Applications of Attribution Theory	71
3.7	Attitude change	72
3.7.1	Introduction	72
3.7.2	Circumstances which favour attitude change	73
3.7.3	Links between attitudes and behaviour	73
3.7.4	Effects of context on attitude formation and change	74
3.7.5	Influence of emotion on attitude formation and change	75
3.8.	Summary	75
3.8.1.	Application of theories	75
3.8.2	Summary of factors from psychological theory	76
	i. Social cognitive theory (SCT)	
	ii. Personal Construct Theory (PCT)	
	iii. Systemic approaches	
	iv. Rational Emotive Theory (RET)	
	v. Attribution Theory	
	vi. Attitude change	
3.8.3	Linking the theories	80

Chapter 4 **The sociological perspective** **page 81**

4.1	Introduction	81
-----	--------------	----

4.2	Deviancy	82
4.2.1	Definition of deviancy	82
4.2.2	Responses to deviancy	83
4.2.3	Establishing norms of behaviour	83
4.2.4	Deviant behaviour	84
	i. anomie and social disorganisation	
	ii. conflict approach	
	iii. labelling perspective	
	iv. social control theories	
	v. social learning perspective	
4.2.5	Beliefs about deviancy	87
4.2.6	Summary	92

Chapter 5 The educational perspective page 93

5.1	Introduction	93
5.2	Mainstream education	95
5.2.1	Early themes	95
5.2.2	School effectiveness	96
5.2.3	Organisational approaches	97
5.2.4	Dynamic complexity and personal involvement	102
	i. dynamic complexity	
	ii. personal involvement	
5.2.5	Paradox and the construction of alternatives	106
5.2.6	Sharedness and agreement	108

5.2.7	Conflict and change	109
	i. adoption	
	ii. conflict with existing practice	
	iii. conflict arising from lack of shared understanding	
5.3	Special Education	111
5.3.1	Introduction	111
5.3.2	Before Warnock	112
5.3.3	The influences of mainstream on special education	116
5.3.4	Social policy	117
5.3.5	Warnock's recommendations	122
	i. categorisation and the concept of special educational needs	
	ii. the scope of special education.	
	iii. integration	
	iv. stages of assessment	
	v. parental involvement	
5.3.6	1981 Education Act	128
5.3.7.	The Elton Report	132
5.3.8	The 1988 Education Act	134
	i. National Curriculum	
	ii. Locally Managed (LMS) and Grant Maintained (GMS) Schools	
	iii. exclusions	
5.3.9	Further developments in special education	136

5.3.10	'Pupils with Problems'	139
5.3.11	Aims and issues in special education	140
	i. shared understanding	
	ii. what mainstream schools do	
	iii. how children's needs are identified	
	iv. the scope of special educational needs	
	v. resource allocation and information management	
	vi. what support services do	
	vii. liaison	
	viii. management of change	
5.3.12	Summary	156

<u>Chapter 6</u>	<u>Educational support</u>	<u>page 157</u>
------------------	----------------------------	-----------------

6.1	Introduction	157
6.2	Investigating outcomes in educational support	159
6.2.1	Investigation of user satisfaction	159
6.2.2	An example of the evaluation of the work of a behaviour support service.	162
6.2.3	Investigation of the elements of user satisfaction	164
6.2.4	Approaches to evaluation employed in the current research	165
6.3	Approaches to behavioural support	166
6.3.1	Analytical theories	167

6.3.2	Developmental theories	167
6.3.3	Behavioural theories	168
6.4	Approaches to service delivery	169
6.4.1	Research findings that relate to the implementation of new approaches in schools	170
6.4.2	Framework for service delivery	173
6.5	Summary	176

List of contents (Volume 2)

Part B The establishment of the Northern Area Education
Support Service

Chapter 7 Establishing the Northern Area Education page 178
Support Service

7.1	Introduction	178
7.2	A discussion of the possible effects of its immediate context on NAESS at the point of the establishment of the service	178
7.2.1	Lea aims	179
7.2.2	Shared understanding	179
7.2.3	What mainstream schools do	180
7.2.4	How children's needs are identified	180
7.2.5	Scope of special educational needs	182
7.2.6	Information management and resource allocation	182
7.2.7.	What support services do	183
7.2.8	Liaison	184
7.2.9	Management of change	184
7.3	Underlying philosophy and aims of the service	185

7.4	Staffing and structure	186
7.4.1	NAESS Staffing	187
7.4.2	The Visiting Committee	188
7.4.3	Service structure	190
7.5	Staff training	191
7.6	Services provided	193
7.6.1	Off-site unit	194
7.6.2	Mainstream support	196
	i. problem solving	
	ii. behavioural theory	
	iii. Behavioural Trait State Analysis (BTSA)	
	iv. systemic analysis	
7.6.3	Social skills training	201
7.6.4	Inservice training for teachers	202
	i. types of course	
	ii. designing courses	
7.6.5	Projects	
7.7	Managing and allocating service time	205
7.7.1	Introduction	205
7.7.2	Off-site unit	207
7.7.3	Mainstream support	209
	i. case acceptance	
	ii. case closure	213

7.7.4	Social Skills Training, INSET and project work	214
7.7.5	Time allocation	215
7.8	Service development plan	218

Part C The empirical work

Chapter 8 Initial identification of users' and page 221
associates' hopes and expectations of
Northern Area Education Support Service

8.1	Purposes of the first stage of the empirical research	221
8.1.1	Consultation with users and associates prior to the establishment of NAESS.	221
8.1.2	Identification of the views of users and associates of NAESS	222
8.2	Methodology	222
8.2.1	Introductory matters	222
8.2.2	Sample size	223
8.2.3	Bias	224
	i. interviewer bias	
	ii. interviewee bias	

8.2.4	Interviewing skills	227
	i. personal appearance	
	ii. interview environment	
	iii. listening	
	iv. remembering	
	v. sensitivity to non-verbal cues	
	vi. empathy	
	vii. adaptability	
	viii. questions and layout	
	ix. handling bias	
	x. ending the interview	
8.2.5	Administration and organisation	230
	i. time allocation	
	ii. contacting potential interviews	
	iii. ending the interview	
8.2.6	Recording interview data	231
	i. video and audio recording	
	ii. pencil and paper	
	iii. elements of analysis	
	iv. recording bias	
8.3	The interviews	233
8.3.1	The informants	233
	i. children and parents	
	ii. mainstream school staff	
	iii. educational psychologists	

	iv. NAESS staff	
	v. lea administrative staff	
	vi. lea advisers	
	vii. educational social workers	
8.3.2	The interview format	235
8.4	Interview data	235
8.4.1	Data analysis	236
8.4.2	Users' and associates' views	236
	i. children	
	ii. parents	
	iii. headteachers	
	iv. mainstream teachers	
	v. lea officers	
	vi. county adviser for special educational needs	
	vii. educational social worker	
	viii. educational psychologists	
	ix. NAESS staff	
	x. groups' views about others' objectives	
8.5	Interpreting the data	248

Chapter 9 Achieving broad aims page 250

9.1	Introduction	250
9.2	Methodology	250
9.3	Data on broad aims	251
9.3.1	Educational placements	251
9.3.2	Financial costings	253
9.4	Data on related factors	254
9.4.1	Exclusions from school	254
9.4.2	Referrals to other agencies	256
9.5	Discussion	258

Chapter 10 Some further effects of Northern Area page 260
 Education Support Service

10.1	Introduction	260
10.2	Methodology	261
10.2.1	NAESS files	261
10.2.2	Sampling	261

10.2.3	Summarising the data	262
	i. documented progress	
	ii. normalisation	
	iii. user satisfaction	
10.2.4	Supplementary detail	263
10.3	The data	264
10.3.1	Broad outcomes	264
	i. documented progress	
	ii. normalisation	
	iii. user satisfaction	
10.3.2	The influence of case related factors on outcomes	267
	i. gender	
	ii. phase	
	iii. duration of case	
	iv. attendance problems	
	v. court appearance	
	vi. exclusion	
10.4	Summary	270
<u>Chapter 11</u>	<u>Changing school practice - referral patterns</u>	page 272
11.1	Introduction	272
11.2	Methodology	272

11.3	Data on schools' patterns of referral	274
11.3.1	The influence of school and other factors on the referral of children presenting emotional and behavioural difficulties	274
11.3.2	Changes in referral patterns following the establishment of NAESS	277
11.3.3	Continuing anomalies in referral patterns	280
11.3.4	Overall patterns of referral and case acceptance	282
11.4	Summary and discussion	286

Chapter 12 The interaction between NAESS and its users page 288

12.1	Introduction	288
12.2	Methodology and procedures	289
12.2.1	Respondents	289
12.2.2	Questionnaire design	289
	i. general considerations	
	ii. the questionnaires	
	iii. the questions	
12.2.3	Distribution and collection of the questionnaires	295
12.3	Results	295

12.3.1	Response rates and assistance given to respondents by support teachers	295
	i. response rates	
	ii. assistance given to respondents by support teachers	
12.3.2	Data analysis	297
12.3.3	Respondents' comments	302
	i. parents	
	ii. teachers	
12.4	Discussion	305
12.4.1	Shared understanding	305
12.4.2	What mainstream schools do	306
12.4.3	Identification of children's needs	306
12.4.4	Information management and resource allocation	307
12.4.5	What support services do	307
12.4.6	Liaison	307
12.4.7	Exceptions	308
12.5	Summary	308

Chapter 13 Schools' experience of Northern Area page 311
Education Support Service

13.1	Introduction	311
13.1.1	Background and purpose	311

13.1.2	Methodology	311
13.2	The interviews	312
13.2.1	Context	312
13.2.2	Selection of informants	312
13.2.3	Questions, probes and prompts	314
13.2.4	Interview arrangements	314
13.3	Data analysis	315
13.4	Interview data	316
13.4.1	Group 1: schools identified by NAESS staff as 'good to work with'	316
	i. headteachers	
	ii. special needs co-ordinators	
	iii. teachers	
13.4.2	Group 2: schools identified by NAESS staff as difficult to work with	320
13.4.3	Group 3: Schools that have never referred individual children to NAESS	322
13.4.4	Group 4: Schools that have wholly rejected NAESS	325
13.5	Interpreting the data	330
13.5.1	Shared understanding	330
13.5.2	What mainstream schools do	332
13.5.3	How special needs are identified and the scope of special educational needs	333

13.5.4	Information management and resource allocation	334
13.5.5	What support services do	335
13.5.6	Liaison	336
13.5.7	Management of change	337
<u>Chapter 14</u>	<u>Northern Area Education Support Service's experience of schools</u>	page 338
14.1	Introduction	338
14.2	Respondents	338
14.2.1	Questionnaires	339
14.2.2	Interviews	339
14.3	Questionnaires	339
14.4	Interviews	341
14.5	Data analysis	342
14.5.1	Questionnaires	342
14.5.2	Interviews	342
14.6	Questionnaire data	342
	i. support teachers' views about the expectations of users of NAESS	

	ii. support teachers' views about the outcomes of their work as perceived by schools	
	iii. support teachers' views about the achievements of NAESS	
	iv. support teachers' views about the challenges facing NAESS	
14.7	Interview data	347
14.8	Discussion and summary	351
14.8.1	Introduction	351
14.8.2	Methodology	351
14.8.3	NAESS staff's management of the issues	353
	i. shared understanding	
	ii. what schools do	
	iii. how children's needs are identified/scope of special educational needs.	
	iv. what support services do	
	v. liaison	
	vi. management of change	

Chapter 15 Discussion

15.1	Introduction	358
15.2	Methodology	361

15.2.1	Characteristics of the data	361
	i. outcome data	
	ii. process data	
15.2.2	Methodological aims	363
15.2.3	Assessing the overall quality	366
	of the research	
	i. keeping close to the data	
	ii. theory integrated at diverse	
	levels of abstraction	
	iii. reflexivity	
	iv. theoretical sampling and negative	
	case analysis	
	v. sensitivity to negotiated realistics	
	vi. transferability	
15.2.4	Researcher rôles	369
15.2.5	Efficacy of specific methods and	371
	instruments	
	i. documents	
	ii. statistics	
	iii. interviews	
	iv. questionnaires	
15.2.6	The rôle of theory throughout the thesis	376
15.3	Interpreting the findings: an explanatory model	377
	of supporting behaviour in mainstream schools	
15.3.1	Shared understanding and the management of change	378

15.3.2	Northern Area Education Support Service	381
	i. aims	
	ii. standard operational procedures	
	iii. issues	
	iv. quality assurance	
15.3.3	Legislation and the policies of the Local Education Authority	389
15.3.4	Schools	391
	i. what schools do	
	ii. process indicators	
15.3.5	Liaison	401
15.4	Implications of the research	402
15.4.1	Adequacy of the explanatory model	402
15.4.2	Implications for the national context	407
	i. education in schools generally	
	ii. special education	
	iii. educational support	
	 Postscript	 416

Figures and Tables

nb f indicates figure or table is page

following that given

	page
2.1 Data handling	f43
2.2 A tabular summary of data treatments	f48
7.1 NAESS staffing	187
7.2 Individual case referral procedure: school to NAESS	f210
7.3 Contact with the Educational Psychology Service at the point of referral to NAESS	f213
7.4 Service development plan	f219
8.1 Table of informants and interview schedule	f233
8.2 Challenges to NAESS aims arising from the expressed views of service users and associates.	f246
8.3 Challenges to service delivery arising from a range of issues in relation to the expressed views of NAESS users and associates	f246
8.4 Summary of findings	f249

9.1	Changes in the numbers of children placed by the lea in segregated, special provision as a result of emotional and behavioural difficulties	252
9.2	Exclusions of pupils from secondary schools in the Northern Area of Warwickshire.	254
9.3	Changes in referrals to agencies whose contexts overlap that of NAESS	256
10.1	The degree of documented progress achieved	264
10.2	The extent to which children supported by NAESS became subject to segregated provision	265
10.3	The extent of user satisfaction	265
10.4	The relationships between degree of documented progress and a range of contributory factors in the context of each case	f267
10.5	The relationships between degree of educational segregation and a range of contributory factors in the context of each case	f267
10.6	The relationships between degree of user satisfaction and a range of contributory factors in the context of each case	f267
11.1	The numbers and rate per 100 of children transferring from mainstream secondary to special school (ebd) during a two year period (Jan., 1986 to Dec., 1987) prior to the establishment of NAESS	276

11.2	The numbers of new cases with which NAESS worked from thirteen secondary schools over a five year period (Sept., 1988 to July, 1993)	279
11.3	The numbers of children referred to NAESS by ten matched middle schools during a three year period (Sept., 1990 to July, 1993)	281
12.1	Issues and factors investigated by questionnaires	293
12.2	Questionnaires completed and returned by the four groups of respondents	296
12.3	Summary of questionnaire data	297
12.4	Overall positive/negative character of all responses by each group	298
12.5	Factors giving rise to negative responses	299
12.6	Factors giving rise to a high degree of spread in responses within the groups	300
13.1	Table of interview informants	f313
13.2	Summary of findings: challenges to NAESS's management of the issues influencing service effectiveness	f330
15.1	An initial explanatory model of the work of NAESS	f378
15.2	The relationship between schools and NAESS	f392
15.3	Important factors in what schools do	f393

15.4	An alternative explanatory model of the work of NAESS	f407
------	---	------

Graphs

11.1	The year group (Y) from which children transferred to special school (ebd) during a two year period (Jan., 1986 to Dec., 1987) prior to the establishment of NAESS	274
11.2	The number of children referred and accepted by the NAESS Panel during a five year period (Sept., 1988 to July, 1993)	277
11.3	Total numbers of children referred to NAESS over a five year period (Sept., 1988 to July, 1993)	283
11.4	Total numbers of cases accepted by the NAESS Panel over a five year period (Sept., 1988 to July, 1993)	283
11.5	Total numbers of children referred to NAESS by secondary schools over a five year period (Sept., 1988 to July, 1993)	284
11.6	Total numbers of children referred to NAESS by primary schools over a three year period (Sept., 1990 to July, 1993)	284
11.7	Total numbers of secondary cases accepted by the NAESS Panel over a five year period (Sept., 1988 to July, 1993)	285

11.8 Total numbers of primary cases accepted by 285
the NAESS Panel over a three year period
(Sept., 1990 to July, 1993)

Appendices

- Appendix I Descriptive material relating to:
1. Provision in the Northern Area of Warwickshire prior to the establishment of the Northern Area Education Support Service
 2. The process leading to the decision to establish the Northern Area Education Support Service
- Appendix II 1. Basic assumptions underpinning the work of the service
2. The broad aims of the service
 3. Behavioural Trait State Analysis (Lane, 1990)
- Appendix III Material relating to training
1. Personal Professional Development - a checklist for support teachers (after Watts et al, 1988)
 2. Information for schools about courses
- Appendix IV Original NAESS referral form
- Appendix V A sample individual case file
- i. referral information
 - ii. samples of assessment materials
 - iii. contracts and programme for staged reintegration to a new school, following permanent exclusion
 - iv. samples of materials
 - v. summary letters
 - vi. case notes
- nb not all material on file is presented. Omissions include particularly administrative letters.

Appendix VI Questionnaires and summary
 of responses (re Chapter 12).

Appendix VII Questionnaires and summary
 of responses (re Chapter 14).

Acknowledgements

I wish to thank the staff of the Northern Area Education Support Service (NAESS) and the service's users and associates who have contributed to the research; especially the children, parents and teachers involved. I have particularly valued the opportunities to discuss the work of NAESS with its headteacher, Jim Noakes.

I also wish to thank my employers for the support they have given me, and especially Dawn Burge not only for typing the thesis but also for keeping me organised.

Declaration

The thesis is based on research carried out by the author under the supervision of Jonathan Solity.

An article written by the author and Jim Noakes about the Northern Area Education Support Service was published in Educational and Child Psychology, 9,4 (1992). The article makes reference to some data obtained by the author in relation to the thesis.

Summary

The thesis investigates support for schools' management of children's behaviour. The focus for the research is the work of the Northern Area Education Support Service (NAESS, the service) with around a hundred schools. The research is conducted along two lines of enquiry reflecting the outcomes of and the processes underlying the work of NAESS.

It is established that NAESS approaches, based on behavioural psychology, achieve the primary aim of maintaining children's education in mainstream schools, and to an unprecedented degree. In relation to the service making equitable allocation of resources the findings are more equivocal.

In the study of the interaction between NAESS and service users the aforementioned aims and, additionally, aims relating to the involvement of service users with work undertaken and to the optimisation of the use of service resources, continue to drive the research.

Service delivery by NAESS is construed in terms of the full range of factors influencing outcomes, and considered under the headings of eight broad issues. Thus NAESS is enabled to manage the dynamic complexity of the interactions within its work. This management of the issues is seen as crucial to the achievement of service aims.

However, by exercising strong management over the issues NAESS appears to exclude users from full involvement with the development of the strategies they implement. Such exclusion has implications for the extent to which NAESS can enable schools to develop their approaches to behaviour management.

That is, NAESS is able to contribute, even indirectly, to a process of cultural change, including the development of new approaches to behaviour management in schools. However, it appears that a point of equilibrium is reached whereby schools become dependent on the service they receive and which prevents further development of their approaches.

Abbreviations

Abbreviations used throughout the thesis are:

DES	- Department of Education and Science
DFE	- Department for Education
ebd	- 'emotional and behavioural difficulties'
INSET	- In-service training for teachers
lea	- Local Education Authority
NAESS	- Northern Area Education Support Service
senco	- special needs coordinator

Within each chapter the full term followed by its abbreviation is used in the first instance.

Where other less frequently used abbreviations arise their use is limited to the subsection (eg 2.3.4) in which the full term is presented in the first instance.

Dedication

For Moira, for all her support; and for Callum, for being a good baby these past few months.

Chapter 1 Introduction

1.1 The Northern Area Education Support Service

The Northern Area Education Support Service (NAESS, the service) was established in September, 1988, by Warwickshire Local Education Authority (lea). For some time the lea had been concerned about the high and increasing numbers of children who, following assessment for 'emotional and behavioural difficulties' (ebd), were receiving their education in residential special schools. The concerns were in respect of the appropriateness and expense of such provision, at least for some of these children. Further, despite the establishment over the previous decade of a range of 'unit' provision headteachers were continuing to demand additional resources to assist them in managing more difficult behaviour by more children.

The new service was thrust into a working environment that was likely to make many and conflicting demands of it. Consequently, in preparing its staff for their new roles NAESS laid heavy stress on a strong foundation of stated aims and theoretical principles underlying its work. Within this ethos NAESS offers a range of services on behalf of the lea. These can be described in relation to NAESS's three main groups of users; individual children, parents and schools.

a. Individual children NAESS provides:

- temporary, full-time education
- temporary, part-time education
- social skills training and other time limited courses
- reintegration into mainstream schools
- behaviour management programmes in mainstream and special schools

b. Parents NAESS provides:

- involvement in the development and implementation of behaviour management approaches at school and at home
- regular liaison in order to review and amend such approaches
- courses eg on personal assertiveness

c. Schools NAESS provides:

- involvement in the development and implementation of behaviour management approaches in school
- regular liaison in order to review and amend such approaches
- inservice training for teachers (INSET)
- various projects concerned with developing schools' management of children's behaviour

NAESS began by offering a service to the area's thirteen secondary schools. However, early research showed that the process by which children transferred to residential special school began, in most cases, whilst the

child was still at primary school. Further, it appeared that demand for resources by primary schools was increasing more rapidly than by secondary schools.

Early difficulties in implementing new policies and approaches arose from the actions and even the existence of the other ebd provision in the area. Quite quickly NAESS absorbed all such provision. This process was concluded by September, 1990 when the Primary Education Support Service (PESS) was merged with NAESS. PESS consisted of a twenty four place off-site unit for primary aged children though about a year before it had appointed one teacher to provide support to 88 primary schools.

During the period of the research NAESS has come to represent, the very occasional child transferred to special school notwithstanding, the totality of lea support to schools in respect of 'emotional and behavioural difficulties'.

1.2 The research

Part of my responsibilities as educational psychologist attached to NAESS is 'to determine service effectiveness'. This is the stimulus to the research. In deciding how to break this responsibility into more meaningful research questions a primary concern is with perspective. That is, if asked the question, 'Is NAESS doing a good job?' its users and associates might well be expected to apply different criteria in making their judgements. For instance, in respect of a child, a school may be

seeking his/her transfer to elsewhere whilst parents may wish to maintain the existing school place.

For a researcher the major aim is to devise research procedures in order to obtain information of use to others. Consequently it is important to acknowledge the perspective from which the research is conducted. This is that of NAESS itself. However, in that NAESS seeks not only to interact directly with its users and associates but also to influence the interactions between them it is important to consider their perspectives also. The primary focus will be on the NAESS:schools interaction. This is so simply because that interaction has provided NAESS with most challenges.

There is a strong tradition in educational research (eg Stufflebeam et al, 1971; Cohen and Manion, 1985) of seeking to provide information useful to high level decision makers. In that the decision to establish NAESS had been taken prior to the research the thesis is not of that tradition. Whether NAESS achieves the political aims set for it and whether it is associated with change in children's behaviour are legitimate research questions and will be pursued. However, they take minimal account of perspective. It is conceivable that NAESS could achieve these ends but simultaneously fail to achieve the ends desired by children, parents and schools. Further, it is theoretically unlikely that children's behaviour would change without a reciprocal change in their environment eg school (Bandura, 1986). This opens up an alternative line of research: has the service been associated with changes in schools' approaches to behaviour management? Evidence of such change might be obtained in respect, for instance, of referral or exclusion rates by schools. Still, however, this

skirts round the meat of the matter. That is to do with how NAESS manages its interactions with and, to some extent, the interactions between its users and associates. Clearly, researching such interactions could give rise to a massive amount of data. Consequently, an early task for the research is to identify the salient themes or issues around which the views, beliefs and expectations of those within NAESS's context will turn, and so to begin to manage the data.

Having identified these dominant issues and the range of views around them it becomes possible to use research methods such as interviews and questionnaires to investigate the processes involved. The research focuses on the extent to which NAESS maximises its effectiveness through the management of such issues.

Thus, the research is designed to investigate the effectiveness of NAESS. This will be done in respect of four separate sets of questions concerning:

- a. the achievement of political objectives,
- b. changes to children's behaviour and user satisfaction,
- c. changes to the behaviour of teachers and schools,
- d. the management of issues within NAESS's context which influence effectiveness.

Whilst the research is generally conducted from the perspective of NAESS the coverage provided by the four sets of questions enables consideration of the aims of users, also.

Before turning to the means of identifying the research issues it is pertinent to say something about the position of parents. Choosing to focus on NAESS's work with schools does not mean to imply that this is more important than that with parents or pupils. The choice was made following early findings which suggested greater likelihood of conflict between NAESS and schools. Consequently, it is assumed that this interaction has greatest impact on service effectiveness, other things being equal.

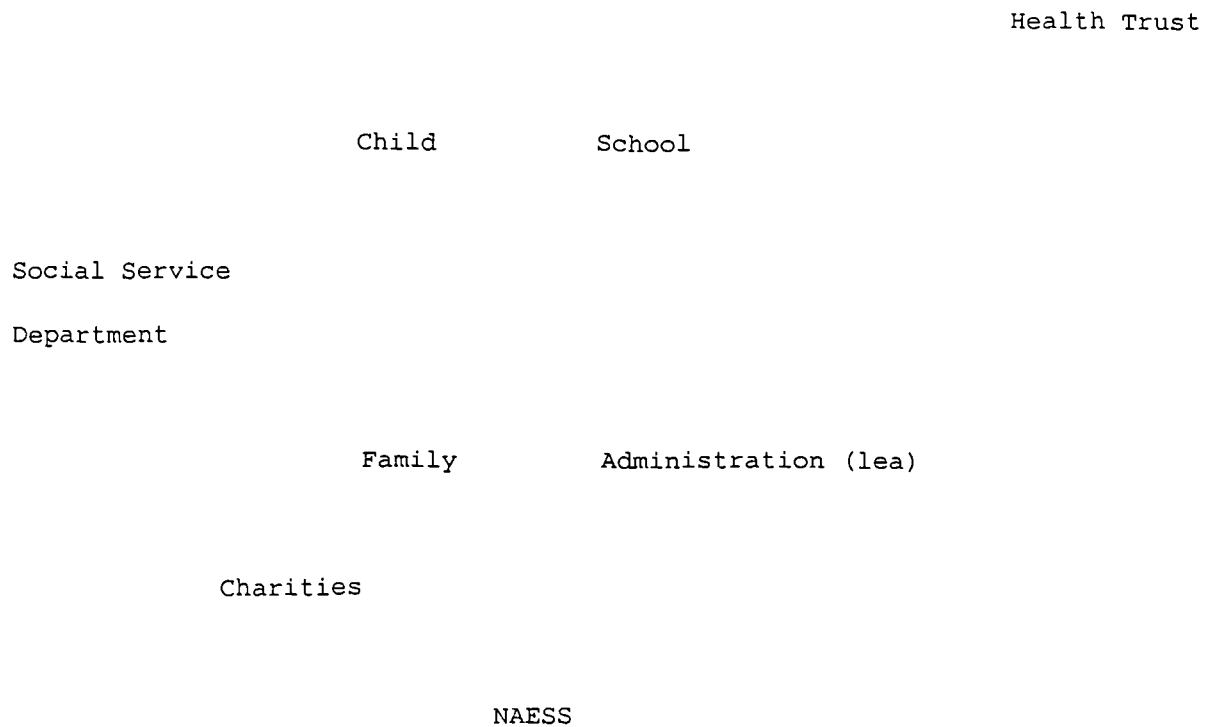
1.3 Elements within the context of NAESS

Whilst NAESS is able to control, within constraints laid down by the lea, its own aims and ethos the extent to which these are achieved depends in large part on factors within the service's context. In broad terms this context is made up not only of structures eg lea, schools, families but also of the beliefs, expectations and actions of users and associates eg children, parents, teachers, social workers in relation to certain issues eg how children's needs are identified, the responsibilities of mainstream schools.

It is useful to present NAESS's context from a systemic perspective (Campbell et al, 1989). This consists of a central matrix of interacting elements made up of the users of the service and is further influenced by a wide range of associated agencies, most significantly the Social Services Department (SSD) and Health Trust. Together they constitute the culture within which NAESS operates. NAESS can be viewed as a novel element within the culture which is designed to move into the system, effect some change and move out again. How the service manages the issues within the

culture, and especially within the central matrix, is a primary factor in achieving its aims.

Table 1.1 A systemic representation of the culture into which NAESS operates



1.4 The form of the thesis

The first challenge for the thesis in the investigation of the 'effectiveness of NAESS' is to make sense of the potentially huge amount of information both in the service's context and about the work of NAESS itself. As already indicated the starting point is to clarify the dominant

perspective from which the research is undertaken. In stating that NAESS provides that perspective it is recognised, from the outset, that the research does not purport to be objective. That is to say no research can be objective in that the adoption of one perspective or another, whether implicitly or explicitly, is inevitable (see Chapter 2 for a detailed discussion of these matters). This is not to say that research cannot be dispassionate or even disinterested. It is also important to recognise that the perspectives of the others involved are not ignored but rather observed and interpreted from that of NAESS.

Having established a perspective it becomes possible to manage the subject matter of the research in four main ways. Firstly, in terms of the outcomes measured in relation to policy aims eg reduce the use of segregated educational placements. Secondly, through the application of established research methodology. Thirdly, by analysis based on relevant theory. Fourthly, by identifying the issues and factors most salient in respect of the research questions.

1.4.1 Aims and outcomes

The aims of NAESS are derived from the policy of the lea and the development of that policy by the service itself. Such aims are superordinate ie they encompass much meaning and lack specificity. They include, for instance, the promotion of integrated ie non-segregated, comprehensive education and the equitable distribution of NAESS resources to service users. Aims can be translated into independent outcome measures eg use of segregated placements, exclusion rates, user satisfaction. Such

measures are necessary but not sufficient if judgements about service effectiveness are to be made. That is, outcome measures may suggest that NAESS is working effectively but do not encompass a wide range of issues relating to the optimisation of effectiveness. Such issues are construed in terms of the interactions between NAESS and its users and associates and are discussed later (see 1.4.4).

1.4.2 Methodology

It is a feature of the thesis that the research considers all apparent and emerging factors affecting the work of NAESS. Consequently, a research methodology that can manage large amounts of interacting data is necessary. Against a background of criticism of traditional methodology in educational research approaches associated with 'new paradigm methodology' (Reason and Rowan, 1981; Denzin and Lincoln, 1994) are adopted. Such approaches clarify the responsibilities and skills of the researcher in relation to ensuring the reliability and validity of the data and its interpretation.

1.4.3. Theory

Theory plays an important role in the thesis in three respects. Firstly, NAESS itself operates on the basis of theory, particularly Social Cognitive Theory (SCT) (Bandura, 1986). Secondly, theory is used in order to analyse the interactions between NAESS and its users and associates which inform the quality of service delivery. Thirdly, the approaches to data gathering, particularly interviews and questionnaires, are largely based on theory, particularly Personal Construct Theory (PCT) (Kelly, 1955).

In order to obtain as wide a perspective as possible on the work of NAESS a range of theories is used. Most are from the discipline of psychology though sociological theory is also used. When using a variety of theoretical perspectives it is important to be aware of any potential incompatibilities between them. It is intended that the theories are employed in ways that are complementary, in the spirit of theoretically coherent eclectism.

1.4.4 Issues

Incompatibilities and conflicts are more apt to arise in relation to the issues affecting service delivery than to theories. The identification of the issues is undertaken in order to manage the subject matter of the research. When working with such a large amount of potential research material it is vain to hope that it can be 'controlled' in the sense of traditional research methodology. By identifying general issues, from the relevant literature, which encompass all the factors affecting the work of NAESS it becomes more possible to manage the data. It is important to recognise that issues are established as a matter of convenience. That is, alternative headings may be equally appropriate.

The complex and chaotic nature of the totality of the factors influencing the work of NAESS mean that the aim is to identify not all but only the most salient. Even then the dynamic nature of the research material, and not least the fact that different people and even the same people at

different times put different interpretations on the same phenomena, means that incompatibilities, conflicts and alternatives arise within the data. It is important that the thesis accommodates data which does not fit its overall themes. Only by doing so can the understanding of the subject matter be developed.

1.5 The structure of the thesis

The thesis is structured in three parts:

1.5.1 Part A, Literature Review

Part A seeks to establish the foundation for the thesis in terms of its methodology, theoretical bases and means of managing the research material. There are five chapters. The first, Chapter 2 lays out the methodological principles on which the empirical research is based. Also, it provides an epistemological and ontological context for the thesis.

Chapters 3 and 4 are concerned with psychological and sociological theory respectively. Elements from the following psychological theories are considered:

- Social Cognitive Theory (Bandura, 1986),
- Personal Construct Theory (Kelly, 1955),
- Systemic approaches (eg Campbell et al, 1989),
- Rational Emotive Theory (Ellis and Grieger, 1977),
- Attribution Theory (eg Hewstone, 1989),
- Attitude change (eg Eiser, 1994).

Their application in respect of the delivery of support to schools' management of children's behaviour is discussed.

From the sociological perspective theories of deviancy (eg Akers, 1977) provide an important perspective on both people's views about the aetiology of problem behaviour and on the roles of consensus and conflict in processes of change. Ethnographic approaches (eg Woods, 1986) to research provide a useful perspective on the empirical parts of the thesis.

The context for NAESS is the education system generally. Chapter 5 considers factors from mainstream and special education, and Chapter 6 those from educational support, that impact upon the work of NAESS. The overall perspective is of development and change. A major aim of Chapters 5 and 6 is to identify the range of issues that serve as a model of analysis for the empirical work.

1.5.2 Part B, The establishment of the Northern Area Education Support Service

Part B consists of one chapter. Chapter 7 considers the provision made by the lea prior to the establishment of NAESS, and the process leading to the establishment of the service. As such it provides the immediate context for NAESS itself. The issues and factors discussed are important in relation to the initial structure and operation of the service which is the main subject of Chapter 8.

1.5.3 Part C, The empirical work

Part C of the thesis describes the specific methodologies used in data gathering eg interviews, questionnaires; presents the data obtained; and discusses the implications of the data. It is convenient to consider Part C as an unfolding story describing the effects of the work of NAESS in two stages. The first stage is concerned with outcomes. Chapter 8 considers the initial hopes and expectations of NAESS users and associates of the new service. Chapter 9 investigates the extent to which NAESS achieves the original aims set by the lea in relation to educational placements and financial costings. Additionally, the impact of the achievement of those aims on exclusion rates and referrals to related agencies is considered. Chapter 10 looks at more direct effects on service users of the work of NAESS in terms of changes in children's behaviour, the extent to which children's mainstream educational placements are maintained and user satisfaction. Given the changes in outcomes for children eg educational placement recorded in Chapters 9 and 10 it is reasonable to predict, on the basis of Social Cognitive Theory (Bandura, 1986), that there are reciprocal changes in schools' approaches to behaviour management. Chapter 11 investigates one such area of potential change; schools' referrals of individual children on the basis of challenging behaviour. Given the achievement of broad aims, changes in outcome for children, a reasonable level of user satisfaction and evidence of, at least, broad changes in school practice eg referral it is worth moving on to the second stage of the empirical work.

The second stage is concerned with the process of service delivery and more specifically with how NAESS manages the issues affecting its work that are most likely to give rise to confusion and conflict. Chapter 12 uses questionnaires for the initial investigation of the interaction between NAESS and its users, ie pupils, parents and schools. Chapter 13 considers, in more detail, schools' experiences of working with NAESS whilst Chapter 14, the final empirical chapter, takes the reciprocal perspective. That is, the experiences of NAESS staff in working with schools.

1.5.4 Discussion

The thesis concludes with a discussion. Its main purpose is to identify what it is that the thesis contributes that is additional to the available information on supporting schools' management of children's behaviour. Also, the discussion considers the strengths and limitations of the approaches used, and possible directions for future work.

Part A

Literature Review

2.1 Introduction

A research perspective provides the foundation for the conduct of the research by enabling the meaningful management of the subject matter. In the current context the subject matter stretches beyond the Northern Area Education Support Service (NAESS, the service) to service users and associates, and their collective environment. Many of the vast array of interacting factors are beyond the control of the researcher.

To be meaningful the research information must allow and promote a shared understanding on the part of those with different perspectives eg parents, administrators, other researchers. Perhaps the greatest challenge to the research lies in the management of such a vast array of information. The work of Kelly (1955) and his student, Hinkle (1965) has been especially useful in this respect and is discussed in Chapter 3.

The legitimacy of a research perspective may be considered in the light of the appropriate research tradition and of an explicit ontological and epistemological position. Chapter 2 considers;

- the research tradition in education
- ontological and epistemological factors
- alternative research methodology
- criteria for determining the quality of research
- roles in participant research
- piloting

-analytical treatments

Specific research methodologies eg interviewing, questionnaires are not considered in detail until later in the thesis when they are discussed in respect of the research itself.

2.2 The research tradition in education

2.2.1 Traditional approaches

Traditionally educational research has been regarded as a branch of the social sciences (Cohen and Manion, 1985). Research approaches from history, economics, sociology and psychology have been transported from those disciplines into the field of education. However, increasingly it is suggested that research approaches from the social sciences are inadequate in education (eg Eisner, 1985; Fullan, 1993).

2.2.2 Criticism of traditional approaches

Criticisms have arisen as a result of the perception that educational research has been inadequate in its impact. In support of this view Fullan (1993) cites:

- the slowness of the process of educational change
- the continuing focus on disagreement over which educational approaches are 'best'.
- the willingness of governments to press through changes in legislation with scant regard to research information.

Of course social scientists generally may similarly feel that their research is inadequately utilised. However, the point is that dissatisfaction with traditional approaches to educational research has arisen. Some (eg Eisner, 1985; Woods, 1986) suggest that it is, therefore, necessary to devise new methodologies that are specifically relevant to educational research.

2.2.3 A new educational research methodology?

Eisner (1985) proposes a methodology based on the development of Dewey's (1934) ideas about 'connoisseurship and criticism'. Thus, the educational researcher becomes, through experience, a connoisseur of the subject and is able, through reflection upon experience, to offer criticism which positively impacts on the educational process.

At one level Eisner's (1985) proposal gives a useful perspective on the purposes of educational research. However, he seems to be suggesting that potential users of research information invest faith not so much in methodology as in researchers themselves. It is difficult to see the basis on which such faith might be justified. By what process does one gain the status of connoisseur?

Fullan (1993) avoids the issue of identifying connoisseurs by construing all involved in educational research and development as agents in the process of change. He follows up this construction with detailed ideas on methodology which are discussed in Chapter 5.

Both Eisner and Fullan begin with the reasonable aim of making educational research more relevant to practitioners. However, rather than rejecting the methods of the social sciences, as they appear to do, it may be more fruitful to consider how the differences between research in education and the social sciences create difficulties for researchers. Then it may be possible to adapt methodologies for the educational context.

2.2.4 Differences between research in education and the social sciences

The major differences between research in education and the social sciences relate to:

- audience
- the status of theory and methodology
- the adoption of new research approaches

i. audience The primary audience for information from educational research is wider and more disparate than that for information from research in the social sciences. Researchers in the social sciences can legitimately present their findings in forms appropriate for their colleagues and students. Where wider dissemination is desired alternative, 'popular' formats can be used. Dissemination presents a far greater challenge to educational researchers. Their audience - parents, teachers, administrators and others, as well as colleagues and students - differ in their perspectives and priorities.

ii. status of theory and methodology For a social scientist, say a psychologist, the development on the basis of empirical evidence of a

universally, or at least widely, applicable theory is an end in itself. However, for a teacher such a theory will be, at best, only a potential means for resolving a work related problem eg managing a child's behaviour. To make matters more difficult it is likely that psychological theory will conflict with teachers' own informal theories, beliefs and expectations about children's behaviour. For instance, a teacher who believes that education should address itself to the 'whole child' is likely to have difficulty using approaches which concentrate on perhaps one element of the child's behaviour eg attention to task. Indeed McCallam et al (1993) have found this to be a major difficulty in teachers' usage of approaches based on behavioural psychology ie statutory testing at Key Stage 1.

Not only will individuals in the potential audience for educational research have difficulties in relating to theory from the social sciences but they will also differ between themselves on what they want from research information. For instance, administrators may be expected to be more interested in economic information. Perhaps managers will relate best to globally applicable sociological information and teachers to individually applicable psychology.

iii. adoption of new research approaches As for Eisner (1985) and Fullan (1993) the basic problem for the current research is with making research information relevant to its potential audience. Rather than seeing the solution in the rejection of the social sciences perhaps the answer lies in their better application to education. This is where the third difference between educational and social scientific research arises. That is, the development and adoption of new methodologies in educational research is

likely to lag behind that in the social sciences. Relevance is achieved through the promotion of shared understanding. Shared understanding requires an explicit ontological and epistemological position, which gives rise to greater inclusiveness (of the audience perspective) in theory and methodology.

2.3 Ontological and epistemological factors

2.3.1. Theory of knowledge in traditional research

A view of the nature of knowledge as potentially, through a research process, objective and as somehow separate from and external to the individual has been basic to traditional research methodology (Cohen and Manion, 1985). This has led researchers to seek, through the development of theories and testing of hypotheses based on those theories, universal laws in human behaviour. By invoking statistical claims based on probability to support their findings such researchers are able to discount results that do not fit the theory, up to a point.

True to their nature as potentially objective, theories gain a strength and power of their own. To the extent that researchers, becoming subservient to the theory, may explain away discrepant data as arising through their own error, rather than through inadequacies on the part of the theory. In science the principles of objective knowledge have developed into the positivist approach. Comte's (cited in Cohen and Manion, 1985) position is that all genuine knowledge is empiricist in nature. That is, based on

sensory experience and advanced only by observation and experiment. This has led to an uncomfortable position, where only verifiable knowledge is regarded to have meaning. That is scientists attempt to reify knowledge for which they are the only conduit.

2.3.2 Criticism of the positivist approach

Criticism of the objective, positivist approach has been wide-ranging and dates back to the last century. Kierkegaard (cited in Cohen and Manion, 1985), from an existential perspective, was concerned that the philosophy of objectivity is incompatible with the individual's need to fulfil her/himself to the highest level of development. Marx (cited in Berger and Luckman, 1967) proposed the thesis that a person's consciousness is determined by his/her social being. This position developed through the proposition that society determines not only consciousness but its content. Mannheim (cited in Berger and Luckman, 1967) allowed for the exception of certain 'objective' knowledge eg mathematics, the natural sciences. However, more recently, the positivist approach has been attacked by some (eg Kuhn, 1970; Feyerabend, 1978) in respect of its 'institutional imperatives' ie universalism, disinterestedness, humility, independence, emotional neutrality, impartiality. This has led to suggestions (eg Mulkay, 1979) that even in the natural sciences objectivity cannot exist.

2.3.3 Human agency

Implicit in the position espoused by eg Mulkay (1979) is the existence of

human agency, and the view that perceived reality, and thus the research material, is socially constructed (Berger and Luckman, 1967). That is, owes its existence, or at least the description and interpretation of it, not to some intrinsic reality but rather to people's shared understanding.

Users of the traditional methodologies socially construct their purpose in terms of seeking objective truth. This construction allows them to conduct laboratory experiments where it is possible to closely manage the variables influencing outcome. By means of invoking objectivity to their findings they are able to argue that their theories are applicable in the universal context.

By contrast users of new paradigm methodologies (eg Reason and Rowan, 1981; Denzin and Lincoln, 1994) socially construct their purpose in terms of seeking new knowledge, relationships and meanings of and within an element of a socially constructed world. Inevitably this affects methodology. Laboratory based work, at least in the social sciences, cannot be allowed universal application. Theories cannot be expected to represent all perspectives. An eclectic use of theory does, of course, go some way towards providing a wider perspective.

2.3.4 The multi-factorial nature of educational research

Research in education is likely to be multi-factorial. That is, factors will reciprocally interact in ways that make attempts to distinguish between dependant and independent variables quite meaningless. This further damages the prospect that traditional scientific methodology can

provide meaningful results in educational research. Within the physical sciences the emergence of Chaos Theory (Gleik, 1987) has caused researchers to accept that all complex phenomena arise from an array of factors that are far too complex to control in the sense of traditional scientific methodology. Rather, phenomena are seen to emerge as elements within a dynamic flow. That is, snap shots in time of any phenomenon are likely to convey only a much reduced meaning.

2.3.5. The role of theory in educational research

So, the dominance of theory, the degradation of 'objectivity', the phenomenon of belief in personal agency and the multifactorial nature of the subject matter in educational research makes a traditional scientific approach a rather unfruitful proposition. This is especially the case when the research explicitly sets out to take in the interaction of a complex organisation with a wide part of its context.

Individual psychological and sociological theories provide specific perspectives towards phenomena such as NAESS and are pertinent to particular elements of the service's work. By making theory more of a tool than the *raison d'être* of research it may be used eclectically. That is, each theory and related research methodologies and means of analysis can play a rôle by providing part of the picture.

2.4 Alternative research methodology

2.4.1 Theory of knowledge in alternative research methodology

Having rejected at least the exclusive use of methodology derived from positivism it is necessary to propose an alternative. A variety of terms has been used to describe this eg new paradigm research, cooperative enquiry (Reason and Rowan, 1981) post-positivism (Denzin and Lincoln, 1994) each stressing an element of or a claim for this approach. Central to it is a view of reality as dialectical. Schwartz and Ogilvy (1980) argue that not only the notion of objectivity but also of subjectivity are redundant. They attempt to transcend the issue by invoking the concept of 'perspective' which defines 'a personal view from some distance' and 'suggests neither the universality of objectivity nor the personal bias of subjectivity' (P.53). That is, a perspective represents the shared understanding of those who subscribe to it. The concept of perspective implies that validity lies within the relationship between the knower and what is to be known. Consequently, knowledge increases in meaningfulness and in usefulness as it becomes known by more individuals and groups. Thus, it becomes 'inter-subjective'. Meanwhile it is necessary to consider the possibility of being wrong, through illusion, delusion or collusion.

Consequently, the barriers between the people whose behaviour is being researched, the researchers themselves and the audience for the research change considerably. All become co-researchers who have different roles but whose personal agency is fostered. A very basic aim of research is to promote shared understanding. Heron (1981) distinguishes between three

types of knowledge; propositional, practical and experiential.

Propositional knowledge is gained from theories. Practical knowledge comes from observation and action. Experiential knowledge results from our reflections on the other types of knowledge, which can give a higher awareness of meaning and relationships. Thus Heron implies that these new approaches are a step beyond, not just an alternative to, positivism.

2.4.2 Validity in alternative research methodology

The fundamental purpose of methodology in traditional, positivist research is to impose control over the factors that influence the outcomes measured (Cohen and Manion, 1985). To the extent that such control is achieved research findings are deemed to be reliable and therefore valid. The *raison d'être* of alternative research methodology rests in the rejection of the validity of attempts or claims by researchers to control anything, at least in complex social situations. Consequently the new methodologies look for validity elsewhere. Researchers need to ask three questions in this respect:

- is it possible to discriminate what is actually there?
- how is it possible to be sure which factors are associated with the outcomes observed?
- how can phenomena be interpreted and understood without confusing the explanation with the phenomena?

Finding satisfactory answers to these questions in respect of NAESS is what this thesis is about.

In respect of the first question: a dialectical view of knowledge allows for the emergence of feelings, thoughts and actions. This means that prediction is possible. Where a researcher's explanation to date enables accurate prediction catalytic validity can be invoked as a justification for the explanation (Reason and Rowan, 1981).

In respect of the second question: new paradigm methodology does not seek exclusive explanations for observations. Instead a range of factors is considered to influence outcomes. Within this context it may be useful to use traditional methodologies in order to offer tentative indications of the relative influence of the various factors.

In respect of the third question: '... the only criterion for the rightness of an interpretation is intersubjective - that is to say that it is right for a group of people who share a similar world' (Reason and Rowan, 1981, P.243). It is useful to recognise as contexts and other factors change, and research continues, that alternative explanations are apt to arise. That is, the research itself does not exist independently of its subject matter.

Thus, there are two main ways in which validity is threatened. Firstly, by not delineating the issues sharply enough; and secondly, by allowing the dialectic process to get stuck.

2.4.3 Researcher skills

Alternative research methodology can be usefully construed as a

meta-methodology that is concerned with promoting shared understanding. To the extent that shared understanding is achieved the problems with traditional research in education cited by, amongst others, Eisner (1985) and Fullan (1993) are swept aside.

In this context the researcher is seen to take responsibility for the validity of research information, independent of the methodologies used. Such meta-methodology involves:

- i. high quality awareness Co-researchers need to possess what Heron (1981) terms 'high quality awareness'. That means getting into the perspective of those whose behaviour is being investigated whilst simultaneously maintaining the more sceptical research perspective. This makes great demands on the interpersonal skills of the researcher. There is a dynamic tension between the need to work collaboratively and the need to avoid collusion. Throughout the research process the researcher must confront his/her own views as well as those of co-researchers whilst also facilitating similar confrontation within and between co-researchers. Linking observations to appropriate theories is useful in this respect.
- ii. co-counselling Reason and Rowan (1981) suggest that 'high quality awareness' can only be maintained if co-researchers engage in co-counselling in order to highlight their 'personal rigid patterns of reaction' (P.246). It may also be facilitative of the process for a researcher to be counselled by another, disinterested, researcher. A proper balance must be maintained between attention given to the content of an action and that given to its role in the overall process. Also, to the

action itself and thoughts about the action (cf. practical and experiential knowledge).

Unacknowledged projections, onto material and co-researchers, need to be uncovered and taken into full account.

A 'Devil's Advocate' role may be systematically taken.

There is the ever present danger of giving too much weight to data which fit existing models or preconceptions. The discovery of new knowledge rests in wrestling with data which do not fit.

iii. feedback loops By moving around the research cycle - project formulation, encounter with subject matter, data analysis - several times, probably using a variety of techniques eg interviews, questionnaires, observations, hypotheses can be refined and theories developed.

By investigating behaviour from different perspectives using different techniques and subsequently comparing data, congruent findings provide convergent and contextual validity (Reason and Rowan, 1981).

iv. chronology One way in which traditional research methodology becomes rigorous is through the possibility of replication. Experimental reliability rests ultimately upon this. Whilst the subjective factors in alternative research methodology would preclude replication chronological reporting does open up the process and methods of a piece of research to inspection. Thus the investigation can be taken further. In alternative

research methodology there is an explicit assumption that the research process will never come to a final conclusion. Interim conclusions are drawn when it is convenient or when time, funds or interest die out. Final conclusions must, by their nature, be objective and this type of methodology does not allow the possibility of that.

2.5 Criteria for determining the quality of research

Whilst the subject matter for the research is clearly educational it is necessary to acknowledge that psychology provides the dominant theoretical background. This acknowledgement permits the use of criteria for judging the quality of research in psychology. Henwood and Pidgeon (1993) provide a useful summary in this respect, which provides the basis for the following discussion. They suggest a range of 'good practices' promoted by researchers generally which show how qualitative research can be imbued with methodological rigour.

2.5.1 Keeping close to the data

It is important that the researcher makes explicit in detailed terms how the emergent explanation of the phenomena under investigation fits the data obtained. It is essential that the reader is able to form an informed opinion about the appropriateness of the conceptual classification perceived by the researcher.

2.5.2 Theory integrated at diverse levels of abstraction

The researcher's emergent explanation or theory must relate meaningfully to the phenomena under investigation at all levels of abstraction, as implied by the categories and properties by which they are classified, and understood.

2.5.3 Reflexivity

Qualitative researchers recognise the interdependence of the researcher and the researched (Hammersley and Atkinson, 1983). Reflexivity describes the process by which researchers make explicit the ways in which their values, interests, methodologies and rationales may influence not only their interpretation of the phenomena being researched but also the phenomena themselves.

Denzin and Lincoln (1994) suggest that reflexivity may be both enhanced and judged by laying a 'paper trail'. That is by permitting peers access to documentation that permits the tracking of the processes that stimulate the development of a piece of research. It might be said, however, that such a proposal presents serious practical difficulties. That is, peers are unlikely to have the time or inclination to pick through such material. Practically, the 'co-counselling' approach already discussed in 2.4.3 is more likely to be undertaken as an adjunct to peer review of finished papers.

2.5.4 Theoretical sampling and negative case analysis

There is a danger in qualitative research that sampling is restricted to elements that may be expected to reinforce or extend emergent theory. Adler and Adler (1994) describe an approach which parallels the Popperian strategy of seeking to falsify working hypotheses. 'Negative case analysis' demands, once emergent theories are becoming well grounded in the data, that the researcher explores elements within the research material that may be expected to throw up data that has the potential to disconfirm findings so far. Unlike the Popperian approach which seeks to fail to falsify a hypothesis the hope with 'negative case analysis' is that the emergent explanation may be further developed by challenging assumptions and categories already made.

2.5.5 Sensitivity to negotiated realities

Many qualitative researchers seek to establish the validity of their explanations in terms of the views about them of participants in the study. Clearly, this approach gives rise to dangers in relation to accepting participants' views at face value. For instance, people are not always aware of why they act in a given way, or their accounts may perform a variety of functions eg to attribute blame to others. One means of, at least to some extent, overcoming these dangers whilst maintaining the benefits of considering participants' views of research findings is to enter into a process of negotiation that enables researcher and participants to agree a shared understanding. Where the researcher is also a full participant within the phenomena being researched such an approach,

as is the case in the current research, is, up to a point, inevitable.

2.5.6 Transferability

There is little point in conducting scientific research, if findings do not have a significance beyond their immediate subject matter. Qualitative researchers talk in terms not so much of generalizability as transferability of findings (Denzin and Lincoln, 1994). This term stresses the importance of context and thus places an onus on researchers to report fully the contextual features of their study.

2.6 The rôles of the researcher in new paradigm methodology

There is a large and growing literature on the place of the researcher in new paradigm, post positivist, qualitative research. Whilst much of this takes a broadly sociological perspective (eg Burgess, 1993; Hammersley, 1993; Denzin and Lincoln, 1994) there are a few exceptions (eg Henwood and Pidgeon, 1993; Huberman and Miles, 1994) which consider the implications for researchers from a psychological background.

Against a background of arguments for methodological anarchy (eg Feyerabend, 1975) and the post modernist view that '...the character of qualitative research implies that there can be no criteria for judging its products' (Hammersley, 1992, P.58) it becomes incumbent upon the researcher to be reflexive. However, Altheide and Johnson (1994) observe that '...few researchers give reflexive accounts of their research problems and experiences' (P.494).

It is useful at this point to distinguish between 'interloper' and 'practitioner' researchers. Almost without exception writers consider the researcher rôle from the perspective of the academic who becomes an interloper in the social context being researched. Where 'practitioner' research is reported it is clearly under close management by academics (eg Nias and Groundwater-Smith, 1988) or pays scant attention to methodological matters (Gray et al, 1994). The fact that the research reported in this thesis was undertaken by a practitioner closely involved, professionally, with the subject matter suggests uncharted, though not untrod, methodological ground. The further fact that the research was undertaken at least in part with a view to reporting as a PhD thesis might be predicted to create some tensions of its own. It is appropriate, at this point, to switch to the first person for the remainder of this section. That is, I will be discussing my rôle within the research process. (Such stylistic devices in themselves are an issue in researcher rôles).

It is convenient to consider my rôle in the research process under three broad headings; the personal, the professional and the researcher. It is necessary to be explicit about these matters in relation to the validity of the research findings. That is, as I make no claims for objectivity validity depends, in part, on reflexivity and transparency (Denzin and Lincoln, 1994).

2.6.1 The personal perspective

'...the essential reflective character of all ethnographic accounts renders them not only 'nonobjective' but partisan, partial, incomplete, and

inextricably bound to the contexts and rationales of the researcher, contexts he or she may represent (albeit unknowingly) and the rhetorical genres through which the flawed ethnographic reports are manifested and held forth'. (Altheide and Johnson, 1994, P.487).

Whilst it is hard to resist Altheide and Johnson's conclusion it is possible to minimise the impact by being open and honest, and by seeking to identify and promote shared understanding. To that end I acknowledge a personal commitment to:

- the promotion of inclusive education for children described as presenting 'emotional and behavioural difficulties'
- the fullest possible involvement for all - children, parents, teachers especially - in contributing to the process of education
- the success and development of the Northern Area Education Support Service (NAESS).

Clearly, such commitments not only create a bias in the research process but also set the scene for potential conflict with at least some people involved with the subject matter. However, equally clearly such commitments do not prevent reflexivity or a dispassionate, even disinterested, perspective as defined and explicated by the researcher rôle.

2.6.2 The professional perspective

As an educational psychologist (ep) working 0.5 full-time equivalent (fte)

as a generic ep as part of an Educational Psychology Service (EPS) and 0.5 fte with NAESS it is necessary first to acknowledge the potential for tensions between those two rôles. Tensions may arise across a range of issues; from the relatively mundane eg time allocation to the raison d'être for the work of NAESS eg promotion of inclusive education. Such conflicts may not impact directly on the research itself though their existence will inevitably affect my perspective.

Of more direct influence on the research is my practitioner work within NAESS. The first thing to say is that I managed to avoid the matter, throughout the research process, of clarifying line management responsibilities for my work with NAESS. That is, the Principal Educational Psychologist (PEP) was officially my line manager whilst the Headteacher of NAESS was in a position to veto whatever I may say or do. The issue of my being directed to do something by either never arose. I took various steps to promote the general perception of this quasi-autonomous position:

- my name and designation always came last on NAESS staff lists
- I used EPS headed paper in respect of NAESS related correspondence and reports
- I established that NAESS staff could speak to me confidentially about any matter (barring child abuse related issues)
- I established my rôle in terms of the evaluation of NAESS ie the research

Against this background my work on behalf of the service was agreed, mainly through discussion with the Head of Service. This rôle was characterised

by its enabling function and its flexibility. The starting point was to determine how the service would operate - its aims, theoretical basis and practical approaches; again in collaboration with the Head of Service. Subsequently, I carried out a range of duties with the focus on translating those plans into practice. These duties changed as NAESS developed. Initially, much time was taken in:

- writing position and operational documents
- planning staff training
- promoting understanding of how NAESS intended to operate with colleagues in the area; and feeding back to the service their views.

Later it was possible to spend more time reviewing more difficult cases with support teachers, supervising project work and planning new developments for the service. Later still, and against a background of changing legislation and mores affecting lea's my work shifted to defending the work of the service against threats to its resource base and ability to manage effectively its work.

The most difficult element of my professional rôle within NAESS vis à vis the research was my 'membership', along with the Head and Deputy Heads of Service, of the 'management team'. This impacts directly on the researcher perspective not least in terms of the potential threats felt by NAESS staff arising from having their work researched by a 'manager', and, at that, a manager whose rôle was unclear. My response to this challenge was to ensure that some of the research, at least, was generally seen to be of benefit to the service and its staff. That is, some research was

undertaken primarily as part of my professional role eg provision of statistical information to the lea indicating that NAESS was achieving aims set for it. If staff could perceive benefits from some of my research, I reasoned, they would be better able to suspend judgement and anticipate benefits from other parts, where aims and data were less clear.

It is this dual function of the research ie both to promote and to investigate NAESS which throws up the most challenge for the researcher rôle. Before turning to the discussion of the researcher perspective it is important to mention one further element in the way NAESS operates. That is to do with promoting a culture where staff are comfortable with challenging one another on a non-hierarchical basis in relation to their work. In such a context it is reasonable to suppose that research and the descriptions and interpretations that it gives rise to does not inject an entirely separate, independent element into the social system.

2.6.3 The researcher perspective

'...outcomes of research will be evaluated in terms of their persuasiveness and power to inspire an audience' (Henwood and Pidgeon, 1993, P.27).

'The aim of attending carefully to the detail, complexity and situated meanings of the everyday life world can be achieved through a variety of methods' (Schwandt, 1994, P.119).

Such statements serve to indicate the extent to which post-positivist social scientists have shifted the concepts underlying what constitutes

research in the academic sense. There remains a danger of judging post-positivist methods by positivist criteria. This is so partly because the post positivists have not yet (and may indeed never) worked out a set of firm criteria by which to evaluate their research (though see 2.5).

Writing about researcher rôles Atkinson and Hammersley (1994) observe; 'There is never an orthodoxy. Rather, there is a constant process of oppositions, of successive heterodoxies and heresies' (P.247). This is not to suggest an 'anything goes' complacency. Indeed, Burgess (1993) warns of the dangers arising from such a potential range of research approaches in terms of producing researchers who are '...competent in everything' but proficient at nothing' (P.110).

Against such a background the issue most affecting researcher perspective is less about getting matters right (as would be the case from a positivist perspective) than about acknowledging and then attempting to manage the tensions and conflicts in the rôle whilst always keeping in mind that; 'There are no methodological criteria capable of guaranteeing the absolute accuracy of [qualitative] research' (Henwood and Pidgeon, 1993, P.23).

Rather than being concerned with the researcher rôle in skills terms the current section is concerned with the researcher rôle in relation to the concurrent practitioner rôle. In that respect two main elements remain to be considered. They are ethics and research and related activities.

i. Ethics It is a long tradition in ethnographic research in education to disguise the participants in order to maintain anonymity. Such an approach is impractical in practitioner research. Whilst it is possible to establish and maintain anonymity for the majority of participants this is not so for all eg Head of Service. In such circumstances it is necessary to obtain prior approval for the research in general and also to acknowledge, at least, potential points of conflict eg confidentiality of research data provided by individuals from other individuals eg possibility of dissemination of negative findings.

The dissemination of research findings has the potential to influence the operation and development of a service such as NAESS. For instance the provision of statistics to those who have political sway over the service may bolster or weaken its future development. That is the researcher has power over the viability of what is researched.

A further ethical matter relates to explanations given to research participants both before and after their involvement. Difficulties for all ethnographic researchers arise from the need to avoid distortions in the data resulting from prior explanations and distortions in the analysis resulting from giving (and receiving) feedback too early. Where the researcher is also a practitioner such challenges can be very difficult to manage, not least because it is so hard to determine whether or not they are well-managed. It is in this respect that co-counselling, as discussed in 2.4 can be useful.

ii. Research and related activities In reflecting on the researcher rôle it is useful to make comparisons with other related activities. This can be done in two main ways; firstly, by comparing 'academic' with other research, and, secondly, by comparing the meanings of research and related terms, such as evaluation.

The inherent appeal to objectivity made by researchers in the traditional, positivist paradigm has meant that not only academics ie those with credentials bestowed by institutions of higher education but anyone who explicitly adheres to a given methodology can claim with some legitimacy to be conducting scientific research. In comparison the methodological free-for-all that currently characterises academic heterodoxies within alternative, post-positivist approaches to research is probably most clearly defined in terms of those who practice it ie academics. It is understandable that their debate has not yet encompassed practitioner research as described within this thesis. However, that fact, it must be acknowledged, does leave practitioner researchers like myself out on a methodological limb. That is, some of the methodological challenges arising from the dual researcher, practitioner roles have not been seriously considered in the literature so far.

Clearly lots of activity that may be construed as research is undertaken by practitioners in the world of education. This begs the question of whether such activity constitutes research in the academic sense. Attempts by academics to distinguish research from, say, evaluation or inspection are at best unsatisfactory and at worst self-serving.

MacDonald (1993) attempts to distinguish between research and evaluation. He tries to suggest that '...the...purpose of evaluation studies is to provide information for choice among alternatives' (P.105) with the implication the evaluation does not encompass interpretation of findings. It is impossible to see how such a position can be maintained from a post-positivist perspective. Further, as far back as 1970 Stufflebeam et al were describing educational evaluation in terms of the purpose of 'incremental' or developmental improvement ie not of broad decision making.

Overall the literature on post-positivist research in education (see for instance contributions in Hammersley, 1993 and Denzin and Lincoln, 1994) appears to reach consensus on the view that the defining characteristic of research is reflexivity on the part of the researcher. Accepting that the issue then becomes the quality of that reflexivity which, of necessity, is a strong theme throughout this thesis.

2.7 Piloting of research instruments

There is little reference to 'pilot' studies as such in new paradigm, post-positivist research. Rowan (1981) is concerned with the false separation between 'pilot' and 'real' work (P.105). Janesick (1994) writes of the need to '...refine and readjust the design constantly as I proceed through the study...' (P.213).

When a study is made up of a series of research encounters it is possible to identify and address at a later stage any omissions or inadequacies made earlier. That is, when research is developmental or generative it is

neither necessary nor desirable to characterise some elements as pilot studies.

It is perhaps useful to distinguish between pilot studies which may be designed to help to delineate the subject matter for research and those whose purpose is to prepare the ground in terms of effective communication with participants and the piloting of research instruments. That is, in new paradigm, post-positivist research the idea of the pilot study becomes redundant when each element in the research has as part of its purpose the piloting of ideas to be pursued subsequently, or indeed, to be abandoned. However, there may still be a role for the piloting of research instruments. Before undertaking such activity the researcher needs to ask two questions. One, what is the purpose of piloting this research instrument? Two, in the context of the research as a whole is this a good use of time?

In the current research no pilot studies, as such, have been undertaken. There was little point in piloting the questions, prompts and probes used in informant interviewing as the *raison d'être* of the approach is provide the minimum direction to facilitate responses. Consequently each interview undertaken, whilst having predominantly common features, is in some respects unique. As for the questionnaires the main concern was with their ease of use. To that end the views of an academic (Ph.D supervisor), a disinterested friend and of support and school teacher colleagues were sought. Their advice led to a few minor changes in presentation.

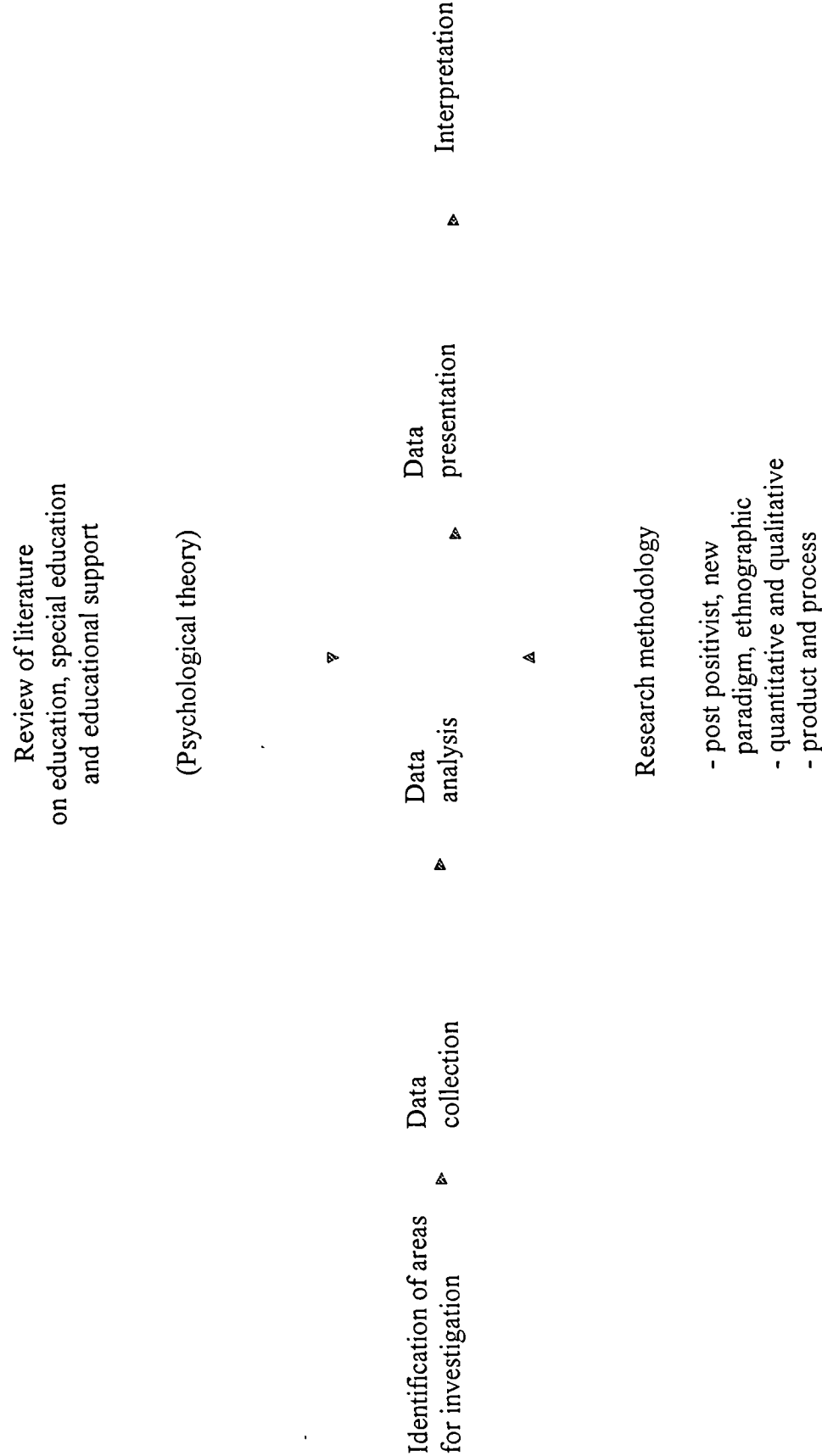
2.8 Data treatments

Arguably, the means by which data is treated constitutes the defining actions in the research process. It is of central influence in terms of the perspectives taken and of how the research material is construed. Consequently, and especially in the context of research approaches based on post-positivist, new paradigm methodology, it is necessary that the perspectives implied by the treatment of data are made as transparent as possible. The approaches taken to data management throughout the empirical work of the thesis are based on the ideas discussed throughout this chapter, most specifically section 2.4.3 on researcher skills, section 2.5 on the means of ensuring the quality of this type of research, and in the light of the role complexities for the researcher discussed in section 2.6.

As well as being affected by methodological considerations data treatments are also influenced by the perspectives provided by theory and the discussion of background literature. Chapters 3,4,5 and 6 address these matters. Figures 2.1 summarises the relationships between theory and literature review, research methodology and the process of the research.

Research data generally is discussed in terms of whether it is quantitative or qualitative in form, and of whether it is concerned to represent outcomes (or products) or processes (eg Cohen and Manion,1985). Such distinctions are not always clear but do provide a useful foundation for discussion. The research into NAESS, of necessity, is concerned to identify meaningful outcome data arising from the work of the service. However, such outcome data is only useful insofar as it provides a basis

Figure 2.1 **Data Handling**



for researching the processes that underlie those outcomes.

Whether data is quantitative or qualitative depends on what is done to it at different stages of its treatment. Data may be collected in ways that are qualitative eg interview transcripts, presented in quantitative formats eg as a table, but then interpreted qualitatively. It is convenient to discuss data treatments in three stages focusing on collection, analysis and presentation, and interpretation.

2.8.1 Data collection

Data is collected by four main means.

i. review of documents Lea documents related to the establishment of NAESS are used. Also individual case files provide important data. The latter were designed so as to be useful for research purposes.

ii. collection of statistics Lea statistics on provision made for children presenting emotional and behavioural difficulties and various NAESS statistics eg on referral, are amongst those used in the research.

iii. interviews Interviews form the basis for much of the research data.

iv. questionnaires Questionnaires are used in two of the research studies.

The specific methodologies used are described and discussed in detail in the appropriate chapters relating to the empirical work. There is much

that goes on in the research process before data collection takes place. In traditional, positivist methodology this would be described as hypothesis formulation, and would be followed with tightly controlled experiments focusing almost entirely on the hypothesis itself. Research in the post-positivist tradition does not begin with such tightly framed hypotheses. Rather areas for research are delineated. This leads to a focusing on the information to be collected. Post-positivist methodology encourages and enables a looseness in construing the research process that influences firstly establishing what to research, and subsequently data collection, presentation and interpretation. By this means understanding of the processes involved is induced from a wide array of data. As meanings become clarified and reinforced the quality of knowledge about the area researched is developed and improved.

2.8.2 Data analysis and presentation

The purpose of analysing the data collected is to present it in ways which are both faithful to the original phenomena and enable their meaningful interpretation. It is useful to distinguish between data that is presented in transcript form and that presented numerically or statistically.

i. transcripts Much of the data collected is in a verbal - either oral or written - form. Annotation, whether it takes place during or after the data collection, carries the risk of distorting the reliability of the data though far greater risk arises from less immediately obvious sources. The researcher's own beliefs will affect, for instance, the order of and emphases within data presentation. It is likely that in the reporting of

research the writer will try out different means of presentation before deciding on that used. The researcher is bound to ask the question, 'To what extent do my findings reflect my beliefs and to what extent the phenomena I sought to research?' The approach to the analysis of raw verbal data used throughout the thesis is that major themes are identified within the data which are able to accommodate most of the information given by participants. Such an approach is not a once only process. Rather, a range of possible headings (themes) may be tried and a procedure of checking and rechecking the allocation of data to the themes is essential. In all cases the data is returned to an at least three occasions with periods of weeks passing between in order to ensure that one day's perspective need not dominate the analysis. Comparing the series of analyses ensures that the final presentation within the thesis is sufficiently well grounded in the original data to constitute a valid interpretation. It is important to indicate also the search for anomalies within the data ie elements that do not fit the general themes either through opposition or novelty. Such anomalies can be extremely useful to the research process; for instance, by indicating potentially fruitful lines of further inquiry.

ii. statistics Traditionally researchers have sought to understand and to reify their findings through sophisticated statistical treatments and presentations. It can be useful for a post-positivist researcher to establish some statistical anchors before seeking to discover new understanding. The nature of statistical information can vary in two main ways; firstly, its basis and secondly, the means of analysis and presentation chosen. Unequivocal statistics are simply true or not. Child

placement, exclusions, referrals and costings are all of this type. Though it is necessary to recognise that just because a figure is right does not mean that it is straightforward to interpret or even worthy of interpretation. Statistics may be equivocal arising from the quality of the questions put and/or from the scope for variation in informants' responses or in recording. Thus questionnaire data may generally be regarded as equivocal when informants are asked to reduce their views to numerical expression. The third type of statistics, the interpretive, arise when the researcher takes over the job of reducing data to numerical expression. The analysis of individual case files in Chapter 10 is an example of such an approach.

The basis of any information presented statistically is a good indication of its potential for more sophisticated mathematical analysis. The purpose of any such analysis is to reduce the information to its clearest and simplest presentation. In doing that dissonant themes and trends are in danger of being lost. Given that equivocal and interpretive statistics have already experienced, to an unquantifiable degree, an effective reduction in their meaning to reduce them further by statistical analysis seems at best a perverse and at worst a dishonest effort. Unequivocal statistics are more amenable to mathematical treatments, though it is important not to lose sight of their potential underlying meanings. Sophisticated statistical treatments are not a feature of this thesis, reflecting the nature of its data. Some data is presented in the form of percentages to aid understanding and some correlation statistics are used in making broad comparisons. That is, statistical treatments are undertaken more to seek potential meaning than to establish statistical

significance. The thesis seeks to identify both trends and anomalies in the data by investigating the subject matter through a range of means and from a variety of perspectives. It is frequently convenient to present data, whatever its source, in tabular and graphic formats. Quite apart from potentially providing an alternative perspective and so aiding interpretation such approaches can assist the reader in assimilating the information.

2.8.3 Data interpretation

The data is interpreted in two main ways:

Firstly, in terms of the outcomes associated with the work of NAESS. The data is considered in relation to both the broad questions of effectiveness and of information about which elements of the service's work may most usefully be further researched in respect of more detailed processes.

Secondly, the data is interpreted in terms of the issues, identified by the literature review, which are thought to describe the social processes that the service seeks to manage in order to be effective. The theoretical perspectives adopted also play a major role in structuring and developing the interpretations made on the data.

Ultimately the interpretation is recursive in that it questions the usefulness of its own bases, thus potentially pointing the way for future research.

Table 2.2 summarises the various ways in which data is handled within the empirical elements of the thesis.

Table 2.2

<u>Study</u>	<u>Data collection</u>	<u>Data analysis and presentation</u>	<u>Data interpretation</u>
Ch.7 Establishing NAESS	Review of documents	Annotated and verbatim transcripts	Emergent themes Pre-identified issues
	Collection of statistics	Table (percentages)	
Ch. 8 Expectations of NAESS	Informant interviews	Annotated and verbatim transcripts	Emergent themes Pre-identified issues
		Table (qualitative)	
Ch.9 Achieving broad aims	Mainly statistical	Tables (raw figures), transcripts	NAESS aims
Ch.10 Effects of NAESS	Review of documents	Tables (some percentages)	NAESS aims and other outcomes
Ch.11 Schools' referrals	Collection of statistics	Graphs, correlation statistics, tables	Outcomes
Ch.12 Interactions between NAESS and users	Questionnaire	Tables (percentages, raw figures, qualitative) Annotated and verbatim transcripts	Emergent themes Pre-identified issues

Continued...

Table 2.2 continuation

Ch.13 Schools' response to NAESS	Interviews	Tables Annotated and verbatim transcripts	Emergent themes Pre-identified issues
Ch.14 NAESS's response to schools	Questionnaires	Tables, including some quantitative analysis Annotated and verbatim transcripts	Emergent themes Pre-identified issues
	Interviews	Annotated and verbatim transcripts	Emergent themes Pre-identified issues

2.9 Summary

The subject matter for the current research encompasses not only NAESS but its users, associates and their general environment. Thus, the research carries the potential to be very wide-ranging. The purpose of research methodology is to uncover meaning and relationships within complex phenomena. This is achieved by considering the appropriate literature and subsequently framing and investigating research questions.

Traditionally, the methodologies of the social sciences have been criticised in respect of their relevance to educational research. Calls for the development of specifically educational research methodology have been made (eg Eisner, 1985; Fullan, 1993). However, the proposals made have been unconvincing. In fact, education has the essential characteristic of a subject area ripe for investigation by social scientific methodologies. That is, education is about people and how they learn and develop as individuals, groups and populations.

Educational research differs from that in the traditional disciplines of the social sciences. Most significantly, the potential audience for research findings and the role of theory make the achievement of a shared understanding of research findings very difficult.

The approaches associated with new paradigm methodology (Reason and Rowan, 1981) have the potential to promote shared understanding of educational research findings.

Subject matter for research in education eg NAESS is seen as dynamic and multi-factorial. The agency of all involved is recognised and encouraged. A meta-methodology is created which places responsibility for the relevance and validity of research findings with the researcher rather than with theory or methodology. Within this context a range of methods are possible and used within the current research.

Criteria for judging the quality of the conduct of the research are necessary and are introduced in 2.5. These criteria form a useful basis for later discussion.

In practitioner research it is important to be reflexive about the multiple rôles undertaken by the researcher. It is not possible to resolve all conflicts and tensions in this respect. However, reflexivity and transparency can help the researcher to maintain a dispassionate, disinterested perspective. Further, it is useful to acknowledge the potential advantages of multiple rôles eg access to research material, opportunities to adopt explicitly different perspectives.

Pilot studies are an established tradition in educational research. They can have four main purposes. Firstly, to help to delineate the subject matter. Secondly, as a small scale project designed to try out an innovative approach. Thirdly, to prepare the ground for effective communication with participants. Fourthly, to improve research instruments eg questionnaires. The first three purposes are not relevant to the current research which is anyway, a cumulative series of studies. Research instruments are piloted in the form of consultation with users and others in a position to advise.

The management and treatment of data is the *raison d'être* of research methodology. Post-positivist, new paradigm (Reason and Rowan, 1981; Denzin and Lincoln, 1994) methodologies are used to enable the incorporation into the research of as wide a range as possible of the perspectives, issues and factors relevant to the subject matter. Table 2.2 summarises the data treatments for each of the studies undertaken.

3.1 Introduction

Psychological theories make up the dominant theoretical perspective adopted throughout the thesis. Psychological theory and research is the foundation upon which the structure and operation of the Northern Area Education Support Service (NAESS, the service) is based. Also, the research into the work of NAESS is based primarily on psychological theory.

A range of theories is used. Each allows a different perspective onto the research material. Where different theories lead to similar predictions which are borne out by empirical work catalytic, contextual and convergent validity (Reason and Rowan, 1981; see previous chapter) can be invoked to support findings.

The beliefs, expectations and actions of NAESS staff, users and associates can be understood in terms of psychological theory. Such analysis can help in promoting shared understanding, and in negotiating agreements about action.

The current chapter considers the various theories used throughout the research. Whilst illustrative examples relevant to the research material are used the detailed application of the theories is left until later chapters.

The theories are described and discussed one by one. The final section considers how they link together to provide adequate coverage of the research material.

Theories

- Social Cognitive Theory (SCT)
- Personal Construct Theory (PCT)
- Systemic approaches
- Rational Emotive Theory (RET)
- Attribution Theory (AT)
- Attitude change

A difficulty with using a range of theories arises through their different use of terminology. It is useful, therefore, to discuss terminology at this point. It is reasonable to differentiate between the emotional, cognitive and behavioural elements of the human experience (eg Rosenberg and Hovland, 1960). Within these three realms different workers use different terminology. Probably it is possible to be clearest in relation to behavioural phenomena in that they are defined by their observable nature. Not only are there wider ranges of terms used to label and describe emotion and cognition but it is not always clear where the division between the two realms falls (Eiser, 1994), and the terminology frequently carries different nuances of meaning.

Throughout most of this chapter cognition attracts greater attention than does emotion. This reflects the nature of the research material and the

research approaches adopted. The terms belief and expectation are most generally used. Associated with beliefs are terms such as view, idea, thought and, fading towards the emotional, feeling and value. Associated with expectations are terms such as intention and hope. By its nature the management of children's difficult behaviour is apt to be fraught with emotional responses. However, the approach of both NAESS and the research is to acknowledge the existence of often strong emotion but to approach the work at hand from a broadly cognitive perspective. Most of the theories discussed take a similar approach.

3.2 Social Cognitive Theory

3.2.1. Main components of Social Cognitive Theory

Social Cognitive Theory (SCT) does not have a founder as such, though its greatest exponent is Albert Bandura (1986). SCT is the development of more traditional behaviourist approaches (eg Skinner, 1974) through the application of analysis of the cognitive processes which mediate environment and behaviour.

'.....human functioning is explained in terms of a model of triadic reciprocity in which behaviour, cognitive and other personal factors, and environmental events all operate as interacting determinants of each other'. (Bandura, 1986, P.18).

Thus, human thought and action is socially constructed and defined in terms of five basic capabilities.

i. symbolising capability People use symbols to process their experiences, to transform their experiences by the production of internal models to guide future behaviour, and to innovate new possibilities by combining symbolic representations of various previous experiences. Further, the symbolization can be used to test out the potential values or dangers attached to future behaviour. Also, and perhaps most obviously, it can be used to communicate with others. The symbolic capability is the foundation of the others.

ii. forethought capability Forethought is basic to personal agency, and is manifested in a variety of ways. People anticipate the likely consequences of their actions, they set themselves goals and plan courses of action.

iii. vicarious capability Bandura's (1986) position is opposed to that traditionally taken with psychology where it has been asserted that learning takes place through action. He elaborates, using a wide range of observational and research evidence, the view that '.....virtually all learning phenomena, resulting from direct experience, can occur vicariously by observing other people's behaviour and its consequence for them' (Bandura, 1986, P.19).

iv. self-regulatory capability People use internal standards and self-evaluative reactions in motivating and regulating their behaviour.

v. self-reflective capability People analyse their experiences and think about their own thought processes. Thus they can obtain generic knowledge about themselves and their world, and so, not only understand, but also

evaluate and change their own thinking. Self-reflectivity is fundamental to the process of perspective taking which aids people in the avoidance of the reification of particular sets of cognitions.

3.2.2 Applications of Social Cognitive Theory

Bandura lays stress to the 'plasticity' of human development and its bases. This results from the way in which people use the capabilities described and how that is shaped by the interactions between experience and genetically determined factors.

Within the triadic reciprocity between behaviour, environment and personal characteristics it is important to recognise bidirectionality between factors; their differential contribution within a given set of circumstances; the influence of temporal dynamics; and that analytical decomposition can be highly complex as a result of the multiplicity of factors, some of which may be dysfunctional in character. The fact that some determinants may be quite idiosyncratic and that people will selectively utilise potential influences further complicates matters.

Social Cognitive Theory provides the foundation for the behaviour management techniques devised by Herbert (1985) and Lane (1990) which are adopted by NAESS. In respect of the research itself Bandura's ideas and findings on social diffusion and innovation are particularly influential. Four factors identified by Bandura (1986) as influencing the development of shared understanding and thus the adoption of new ways of working are useful in the current context.

i. social credibility Social credibility is about the likelihood of those involved wishing to learn about and use new approaches. It is a primary factor in that it 'gatekeeps' the others. Principles of modelling describe the process focusing on the status of those involved. Of course, modelling influences can be negative as well as positive, and operate at different levels. In relation to NAESS SCT predicts two main levels; firstly, to do with the early credibility of the service itself which is influenced by context, how NAESS came to be established, and how it was initially presented; and secondly to do with the extent to which high status individuals within the service's context eg some headteachers initially and subsequently respond to what is offered.

ii. amenability to trying out If it is easy for people to try out something they are more likely to give it a try than if it is not. Such amenability will depend on a number of factors. Firstly, ease of access. That is, is the thing available? Secondly, the degree to which potential users have the knowledge, understanding and skills required to make use of what is being made available. Thirdly, the extent to which a novel approach is complementary or at least compatible with what already exists. This can relate to social systems or structures eg in schools, and to groups and individuals eg self-beliefs.

iii. incentives Incentives can be positive or negative and are defined both formally and informally. Also, incentives can be direct or indirect. In this respect it is necessary to consider that much of the work of NAESS is indirect. That is, the service works mainly with families, teachers and schools but for the benefit of children. It cannot be assumed that

benefits accruing to children are necessarily positive incentives for the adults involved, especially when there are likely to be costs to them. That is, many potential incentives in this context are vicarious in nature. The promotion of awareness of putative incentives is also an issue, relating to shared understanding. As is the extent to which incentives are immediate or delayed.

iv. social networks SCT identifies three main factors affecting the diffusion of innovation through social networks. The first relates to 'mutuality' and the perception of shared influence. That is, people are more likely to be prepared to try something if they feel they have some influence over what will happen. This reflects both a desire to exercise some level of control and to feel that one's contribution is respected.

The second factor is to do with the strength of ties within the network. Granovetter (1983) (cited in Bandura, 1986) found that in relation to increased exposure to new ideas relatively weaker social ties are associated with greater take-up of innovative options. It seems that this research has not accounted for all possible influences eg previous shared experience. However, it does suggest that the maintenance of professional relationships, in the context of NAESS, is more likely to achieve changes in practice than the promotion of informally based social interactions.

The third factor is to do with the ways in which groups and individuals in the network exert power in relation to vested interests. French and Raven (1960) provide a useful analysis of the sources of power in respect of the ways in which the various parties involved may exert

influence over one another. Their five original sources can be categorised in two ways, pertinent in the current context; that is, into hierarchically determined power, or control, and non-hierarchically determined power, or influence.

Control can involve putting pressure on others to change even when they are unconvinced of the need or desirability to do so. Control is based on the degree to which all within a situation accept the legitimacy of one party 'to call the shots'. Use of rewards and sanctions may be used to promote this acceptance of legitimacy.

Influence can involve persuading others about the benefits of change. It is based, in various ways, on the credibility of those doing the persuading. For instance, users' beliefs about NAESS expertise and even about views of whether NAESS staff are good people to work with. The current concern is with the extent to which NAESS works to change children's experience of schools through the exercise of control and of influence. To a degree both approaches are available and indeed are used. The aim is to increase the approaches based on influence. Quite apart from ethical reasons this is because it promotes 'mutuality' (Bandura, 1986) in terms of respect and of ownership. However, given a finite budget and NAESS's responsibility to allocate its resources effectively, efficiently and equitably it is inevitable that it cannot provide everything that everybody might want of it. This means the service controls, to a very large extent, the ways in which resources are allocated. That is, the almost entire provision in respect of behaviour management in the area. The rights and wrongs and pros and cons of this are complex and will be discussed further.

3.3 Personal Construct Theory

3.3.1 Main components of Personal Construct Theory

George Kelly (1955) developed Personal Construct Theory (PCT) from the context of his own clinical practice and describes the theory as starting with the combination of two notions:

.....first, that man might be better understood if he is viewed in the perspective of the centuries rather than in the flicker of passing moments; and, second, that each man contemplates in his own personal way the stream of events upon which he finds himself so swiftly borne. Perhaps within this interplay of the durable and the ephemeral we may discover more hopeful ways in which the individual man can restructure his life.
(Kelly, 1955, P.ix).

PCT is based on two principles. The first is that of constructive alternatives which states that whatever view of things might be currently held it is always possible to construct an alternative. The second rests on the belief that all knowing stems from the awareness of differences, and by implication, complement sameness (Bateson, 1979). It was from these principles that the concept of the construct was formulated. Thus there are implications to the concept of the construct, the significance of which include:

- it is an abstraction
- it arises from an awareness of similarity and contrast and is therefore bi-polar
- this awareness can have cognitive, affective and connotative aspects
- constructs derive from personal experiences
- each construct, as it exists amongst others, provides the underlying basis on which a person makes sense of her/himself and her/his environment.

Put together, the foregoing leads to a conclusion of central importance to research methodology. That is, we can only know the meaning of something when we know what it implies, what it denies and the context within which it has relevance.

Personal Construct Theory (PCT) is concerned not so much with behaviour or environment per se but rather with the ways in which people make sense of their lives. Whilst clearly acknowledging that some thoughts and actions can be dysfunctional the theory takes the stance that to the individual(s) concerned, in their context, all thoughts and actions do have a function.

3.3.2 Applications of Personal Construct Theory

In the context of the current research PCT has three main uses. The first is to assist in obtaining data; for instance, in terms of interview techniques and questionnaire construction. Such applications will be discussed in subsequent chapters. The second relates to the means of organising data in terms of its ordinacy through 'laddering' and

'pyramiding' techniques. The third informs the means by which conflict can be identified.

i. ordinacy Kelly (1955) was interested in the ways in which one construct may subsume another as one of its elements. In this respect superordinate constructs may be identified by their relatively high position in a hierarchical system of constructs or by their power in raising the level of meaningfulness of other constructs. Hinkle (1965) developed techniques based on identifying the relative range of implications of particular constructs. Thus it is possible to make hypotheses about the relative importance of a particular construct in influencing people's thoughts and actions. At a practical level within the thesis it is convenient to construe the subject matter at three levels of ordinacy. Firstly, there are the superordinate aims of NAESS. Secondly, there are the issues affecting the achievement of the superordinate aims. Thirdly, there are the factors and subordinate aims that demand specific attention in the day to day work of the service. It is not helpful to expand on these levels until after their context has been discussed in detail. That is, until Chapter 5.

Not only does ordinacy enable a means of structuring an analysis it also is fundamental to the degree of shared understanding around an issue. That is, where those involved have very different views about the importance of an issue, about its implications for other issues or about who ought to be responsible for contributing to decision making their relatively low level of shared understanding is a major factor in generating conflict.

ii. Conflict Kelly (1955) construes conflict in terms of transition. That is, he assumes that people want change to be smooth and predictable and posits two 'cycles' by which change can be analysed. The first is to do with change that involves a person's sense of self and the second with change about more objective ideas. In reality they are related as any new beliefs or actions will generally involve implications for the self.

The 'C-P-C Cycle' involves Circumspection, where possibilities are considered; Pre-emption, where choice is made; and Control, where the person decides to stick with the choice in future, similar circumstances. The Creativity Cycle is about the process of loosening the construct system so as to allow for emerging possibilities in construing the elements within it. Subsequent tightening of the system allows for better, long term prediction.

In both cycles problems occur when stages are omitted, or foreshortened, or overextended. For example, impulsivity is a characteristic foreshortening of the C-P-C Cycle.

In this context Kelly further posits 'professional' constructs which describe potential aspects of any process of change. They are descriptive rather than evaluative. That is, their existence is more an indicator of the possibility of transition than of problematic conflict. However, clearly judgements can be and are made in that respect. The fact that Kelly redefines commonly used words does not aid the explication. In adopting Kelly's usage it becomes important to stick with that, and not to use the terms in their more idiomatic forms.

Threat refers to the sense of impending comprehensive change to one's beliefs in respect of accepting or rejecting a putative change. Thus, in the example of the aim for NAESS to reduce significantly the numbers of children being sent to residential school those who had been expediting such segregation might be predicted to feel threatened. That is, given that they felt they had been doing the right thing they might be predicted to challenge, undermine or even sabotage the new approach.

Fear refers to more incidental change to one's beliefs. Thus a teacher who feels she has done everything possible to change a child's behaviour and not achieved much may be fearful that a new approach offered by someone else might just do that.

Anxiety occurs when a person is confronted with a situation which s/he does not, at that point, understand. So it might be predicted that a wholesale change in the Education Department's response to children's problem behaviour in school would provoke anxiety on the part of many who have not had the opportunity to even discuss it.

Guilt is a person's awareness that a certain act is opposed to or in conflict with her/his sense of self. So, a teacher who believes that 'disruptive' children should be removed for the sake of the education of the majority might be predicted to feel guilty if s/he persevered with approaches designed to maintain an integrated education for such a child.

Aggressiveness describes people's attempts to create a greater degree of choice for themselves. Up to a point this is a good thing. However, it

can, taken too far, create confusion for the individual or others involved, leading to excessive anxiety, threat or fear. A new education support service seeking to replace segregated with inclusive education for children presenting behaviour management problems might be reasonably construed as aggressive.

Hostility describes persistence in behaviour which does not gain an individual the outcome desired. The escalation of punishments in the face of a child's repeated misbehaviour is an example of this. In this case another dimension is added to existing hostility when a child perceives a teacher's behaviour as hostile and begins to react with reciprocal hostility in an attempt to end the punishment.

Thus the potential for change created by the establishment and subsequent work of NAESS can be hypothesised in terms of the prediction of cognitive processes characterised by threat, fear, anxiety and guilt. Such processes can be inferred from behaviour which implies rigidity ie the persistence of certain types of behaviour, and impermeability ie difficulty in incorporating new ways of thinking and acting into one's repertoire. Such behaviour can be described in terms of aggressiveness and hostility. For instance, easy acquiescence can result from lack of aggressiveness and can lead to later sabotage of agreements, which may be construed as a form of hostility. A further useful factor is fragmentation which, in the current context, is seen through inconsistent or contradictory talk and action, and indicates lack of shared understanding.

3.4 Systemic approaches

3.4.1 Main components of a systemic approach

A systemic approach (eg Campbell et al, 1989) is based on three aspects of understanding a given set of events:

i. contexts An event can be understood in terms of a range of different contexts. Each context will give rise to a different interpretation of meaning. So, for instance, a teacher's rejection of a suggestion by a support teacher may be seen in an immediate context as bloody-mindedness but in the context of previous experience as quite understandable. The latter analysis is the more systemic, and is more likely to promote effective negotiation to a shared understanding and to agreement. Put another way, context creates perspective.

ii. connectedness The extent to which a person demonstrates connectedness between their beliefs or stated views and actions is an important factor in promoting change. There is a parallel with fragmentation in Personal Construct Theory. Some degree of connectedness is prerequisite to negotiating towards a shared understanding.

iii. the effects of the observer on the system In the current context the effects of observers on the system can get very complex. Initially, the concern is for the effects of the part-time, temporary involvement of a support teacher on, say, a child-family-school system. However this develops as the support teacher's supervisor and manager may become

involved; and where the system in question becomes a focus for the research.

In the context of the work of NAESS the effects of the observer are important in two main ways. Firstly, in terms of whether the effects on the system are positive or negative. This will be discussed in detail in later chapters, for instance, in relation to 'deskilling' (Dessent, 1987) where the observer is so intrusive as to undermine the competences of participants. Secondly, in terms of the persistence of any changes that emerge during the observer's involvement.

3.4.2 Applications of systemic approaches

A systemic approach demands that the observer focuses on the relationships within the system, and on the beliefs and actions of those involved. This parallels the attention given by Social Cognitive Theory to environment, personal characteristics and behaviour. However, the systemic approach is relatively selective in respect of environment ie relationships and of personal characteristics ie beliefs.

As with Personal Construct Theory (PCT) systemic approaches rest on the assumption that behaviour, even when dysfunctional, is enacted by individuals who are at least hopeful that their actions serve a useful purpose. However, whilst PCT attempts to understand behaviour in terms of 'the greater possibility for extension and definition of the individual's cognitive system' systemic approaches take a different, though complementary, perspective. That is, of the need to balance change and stability, both for the individuals concerned and for the system itself.

Practically, for the research the main use of systemic approaches is to ensure that significant components in the research material are not missed or ignored.

3.5 Rational Emotive Theory

3.5.1. Main components of Rational Emotive Theory

Established by Albert Ellis (Ellis and Grieger, 1977) Rational Emotive Theory (RET) suggests that dysfunctional behaviour arises not so much from events as from the ways people make sense of them. That is, Ellis proposes that the beliefs which mediate events and our responses to them can be rational or irrational, and that irrational beliefs will give rise to dysfunctional feelings and behaviours whilst rational beliefs will lead to more functional feelings and behaviours.

Whilst many specific irrational beliefs have been identified all fall into three categories. Each is characterised by the sense of something being awful rather than undesirable:

- sense of being imperfect and disapproved
- sense of being treated badly and unfairly
- sense of the world throwing up onerous and ungratifying demands

3.5.2. Applications of Rational Emotive Theory

Putting aside the circularity in the theory ie one's belief must be

irrational if one becomes overly upset and if one becomes overly upset one's belief must be irrational, it does provide a useful means of investigating why, in the context of the work of NAESS, given similar sets of events people respond in different ways. Especially so in considering why or not a particular approach has been successful.

That is, in a given set of circumstances, it is possible to focus on:

- changing events eg by removing a child from the school; implementing a behaviour change programme, or,
- changing the beliefs held by those involved about the events, eg 'it is awful that I have to deal daily with this child's dreadful behaviour', 'I must be a useless parent/teacher if I need help to deal with this difficult situation'.

In the day to day work of NAESS it is useful to take note when anyone makes heavy use of absolute statements involving words like 'must' and 'ought'. 'Awfulizing' where people make sense of events by adopting the view that they are 'awful', 'dreadful', and 'I just can't stand it' also warns of likely service delivery problems. That is, users' existing beliefs may be causing them to be overly upset and so less able to consider or implement alternative approaches.

In the context of research and service development it is useful to identify which issues influencing service effectiveness are most influenced by absolute thinking. Responses may then be planned eg approaches to allocating responsibilities for intervention.

3.6 Attribution Theory

3.6.1. Main components of Attribution Theory

Attribution theory (eg Hewstone, 1989) has its roots in Heider's (1958) call for attention to 'commonsense psychology'; that is, people's everyday theories or explanations of their own and others' behaviour. Another way of construing this is in terms of the causes people infer in relation to their own and others' behaviour.

The theory distinguishes between internal and external attribution. People trade off attributions against one another. So, internal or personal attributions, based on people's feelings, intentions or character are balanced against external or situational attributions based on environmental pressure or coercion. Empirical research (Hewstone, 1989) has consistently found that people tend to attribute their own successes to internal factors, their own failures to external factors, others' successes to external factors, and others' failures to internal factors. Thus, people may be expected to make causal attributions which support a positive view of themselves and a negative view of others.

Attribution theory has been criticised (Eiser, 1994) in respect of its ontological and epistemological bases....'[Attribution theory]... seems to achieve the remarkable distinction of being both dualistic and behaviourist at (almost) the same time.' (P.80) Given the concern for 'commonsense' this is probably to be expected.

3.6.2 Application of Attribution Theory

In the context of the research attribution theory is used in two ways. The first is associated with Rational Emotive Therapy and is about how NAESS goes about balancing its own and others' internal and external attributions. For example, a teacher considering her/his own difficulties in managing a child's behaviour may be expected to make external attributions ie about the child or family. This creates difficulties for a support teacher who is seeking to change the teacher's behaviour as the latter may seek to confirm existing external attributions. The teacher may thus wish to focus on the child as the cause of the problem. In response, the support teacher can try to shift the teacher's attributions by means of discussing all the factors underlying the problem.

Secondly, and more in association with Social Cognitive Theory (SCT) (Bandura, 1986), attribution theory guides the structural and procedural elements of NAESS. For instance, the nature of the information required of schools referring individual children to the service. By asking for information about schools' responses to date and making judgements about them it is hoped that schools will make more internal attributions and so be more prepared to develop their responses to behaviour management.

People's beliefs about, say, special education can be explored in terms of their attributions eg to children and parents. Historic and administrative factors also influence attribution. For instance, lea's responsibilities for the administration of special educational resources would be expected to attract attributions of blame by schools for schools' difficulties in meeting children's educational needs.

3.7 Attitude change

3.7.1 Introduction

Research on attitude change constitutes a body of work rather than a coherent theory. Like attribution theory (eg Hewstone, 1989) research on attitudes can be usefully construed in terms of 'commonsense'. That is, the idea of attitudes makes sense to people generally. This feature makes it very difficult to define attitudes in a philosophical or scientific way (Eiser, 1994). What is particularly useful in the current context is the way in which attitudes include both cognitive and emotional elements. The emotional perspective onto the research material is not well-served by the theories discussed so far. This is not to suggest that those theories ignore emotion but rather that they approach it from a cognitive perspective.

Philosophically there are difficulties with the simple acceptance of the role of emotion in attitudes (Eiser, 1994). However, relying on 'commonsense' to put such difficulties to one side research on attitude change can give a useful perspective on the emotion with which the research material is so fraught.

In respect of shared understanding and negotiating agreement research on attitude formation and change is useful in four main respects, in terms of identifying:

- the circumstances which favour attitude change
- the links between attitude and behaviour
- the effects of context on attitude formation and change
- the influence of emotion on attitude formation and change.

3.7.2 Circumstances which favour attitude change

A massive research programme based at Yale University during the 1950s investigated changes in attitude in terms of the attributes of the communicator, the message and the audience. Four findings reported by Hovland, Janis and Kelley (1953) are of relevance in the current context:

- the importance of the credibility of the communicator cf Bandura (1986)
op cit 3.2.2
- the relative unimportance of how well liked by the audience is the communicator cf Granovetter (1983) op cit 3.2.2
- the importance of the clarity of the message cf shared understanding
- the absence of general attributes of the audience that might make people more or less likely to be persuaded. (Though it was found that those with relatively extreme views are less likely to change attitudes than those with more neutral views).

3.7.3 Links between attitudes and behaviour

There would be little point in studying attitude change if it could not be demonstrated that attitudes influence behaviour. Wicker (1969) concludes

that whilst the correlation between (stated) attitudes and (overt) behaviour is not complete it is significant.

To the current research of more immediate interest is whether the correlation works the other way round. That is, does behaviour influence attitudes? More specifically, can people be encouraged to change their attitudes in ways that influence behaviour generally, over extended time periods, as a result of persuasion to act in new ways? Especially where these new actions are in conflict with existing attitudes Festinger's (1957) Theory of Cognitive Dissonance and supporting research evidence shows that, at least to some extent, people, having behaved in a way inconsistent with an existing attitude, are more likely to subsequently change that attitude. This is a finding of central importance to cognitive behavioural approaches to behaviour management in schools. That is, such approaches rely in part on changing the actions of children (and their parents and teachers) in the hope that any changes achieved will be maintained and generalised. Such a hope rests in large part on cognitive change eg to attitudes.

3.7.4 Effects of context on attitude formation and change

Fazio (1986) demonstrates the association between attitudes and the circumstances in which they were learnt. When someone learns about an issue within the context of a particular theme that theme will exert a powerful influence over the development of attitudes towards the issue. So the development of positive attitudes, by teachers, towards their management of

children's difficult behaviour will be supported by a range of contextual issues eg clarity, consistency, calmness engendered by, say, a support service.

3.7.5 Influence of emotion on attitude formation and change

It is generally agreed that managing children's challenging behaviour in school is highly fraught with, frequently negative, emotion (eg Topping, 1983). Consequently the effect of emotion on attitude formation and change is an important matter for NAESS and the research. Zajonc's (1980) research shows that where attitudes develop within strongly emotional themes there will be little, if any, cognitive influence. This finding creates challenges for behaviour support teachers seeking to use predominantly cognitively based approaches, where it may be necessary to help people to develop cognitively based explanations for emotionally based attitudes.

3.8. Summary

3.8.1. Application of theories

A theory has two main functions. The first relates to its powers of analysis in attempts to improve understanding of phenomena. The second relates to its powers of synthesis in attempts to predict events in a given set of circumstances. In the research both approaches are employed recursively in order to refine the analysis so as to improve the accuracy

of prediction. In essence that is what improving effectiveness is all about. That is, establishing a context and means of operation that will facilitate agreement and action around emerging possibilities in the face of, at least initially, conflicting beliefs.

At this point it is useful to list the main factors from each theory that inform:

- the initial structure and operation of NAESS
- users' and associates' responses to the work of the service
- the ongoing interaction between NAESS and its users and associates

Given such an overview of psychological theory it is then possible to consider further perspectives, from other research traditions eg sociology, education, that may be usefully employed in the current research.

3.8.2 Summary of factors from psychological theory

i. Social cognitive theory (SCT)

Social credibility

- of the service
- of early satisfied users

Amenability to use

- access
- shared understanding
- compatibility

Incentives

- anticipation
- positive and negative
- direct and vicarious
- immediate and delayed
- resource allocation

Social networks

- mutuality
- strength of social ties
- power and vested interests
 - control
 - influence

ii. Personal Construct Theory (PCT)

- meaning
 - context
 - importance, salience
 - what is implied
 - what is denied

- ordinacy
- conflict
 - aggressiveness
 - hostility
 - fragmentation

iii. Systemic approaches

Maintaining a balance between consideration of:

- structure
- beliefs
- outcomes

Identifying associations, linkages and relationships between people and issues involved.

iv. Rational Emotive Theory (RET)

Which issues in the work of NAESS are most influenced by:

- people's sense of feeling imperfect and disapproved
- people's sense of feeling badly or unfairly treated
- people's sense of the world making excessive or ungratifying demands
- changing events or beliefs

v. Attribution Theory

- Managing the allocation of responsibility
- Reducing negative attributions in order to promote negotiated agreements

vi. Attitude change

- Managing contextual factors
 - credibility
 - clarity
 - consistency
 - empathy
 - respect
 - negative and positive emotion

Clearly there is much overlap between the theories eg with respect to the importance of shared understanding eg with respect to credibility.

However, it is also clear that the theories' different emphases give different perspectives to the research material. SCT has an instrumental emphasis which is most useful in relation to the pursuance of established goals. PCT is more directly concerned with people's beliefs and their effects on the interaction. The concept of ordinacy is useful in structuring the elements within a complex interaction in order to aid understanding. Systemic approaches introduce a specific concern for social

structures and a means of analysing their effects on social interaction. RET, Attribution Theory and attitude change suggest specific issues that are influential on the interactions that underlie the work of NAESS.

3.8.3 Linking the theories

Theories can be linked in terms of their methodologies and context. Broadly speaking, SCT, Attribution Theory and attitude change share a methodological history in the positivist, heterogeneous tradition whilst PCT, systemic approaches and RET are more associated with a therapeutic, idiographic tradition. As discussed in the previous chapter neither of these traditions plays a major role in the current research. Rather the theories are used to assist analysis and synthesis of the research material. Consequently, an alternative research methodology is required. This may be usefully construed in terms of ethnography which is a major subject of the next chapter.

The subsequent chapter is concerned with the context of education, special education and educational support to which the psychological theories are applied.

Chapter 4 The sociological perspective

4.1 Introduction

Whilst, as already discussed, psychological theory provides the bulk of the theoretical background to the research the sociological perspective is also important, in two main respects. Firstly, of understanding the central subject of the thesis ie children's difficult and challenging behaviour in school. Secondly, of developing the research methodology through ethnographic approaches as discussed in Chapter 2.

In sociology the term deviancy is used to label difficult and challenging behaviour. That is, deviation from laws and cultural mores. The term deviancy presents two main problems. Firstly, its general connotations are, at least in part, of the bizarre and, hence, carry the implication that those so labelled are in some way qualitatively different. Secondly, in psychology the term deviation is used statistically in order to indicate quantitative distance from a mean, or norm. Both of these matters of qualitative and quantitative difference are discussed in detail in the next chapter, as they are applied in the context of special education. For the present, inasmuch as it is possible to do so, these connotations are put aside and the sociological meaning of deviancy is used.

The sociological concept of deviancy has utility in respect of the subject matter of the thesis in terms of:

- the mechanisms by which deviant behaviour arises inform the structure and operation of the Northern Area Education Support Service (NAESS, the service)
- the range of formal and informal theoretical perspectives which influence beliefs about problem behaviour
- setting difficult and challenging behaviour in schools in a more general cultural context.

4.2. Deviancy

4.2.1 Definition of deviancy

Deviancy is not so much an entity as a process. Consequently behaviour is not deviant per se but only within its cultural context. For instance, homicide is not deviant in the context of war.

Akers (1977) defines deviancy in terms of:

- the establishment of norms of behaviour
- the deviation from those norms by individuals and/or groups
- the responses to such deviant behaviour by other individuals and/or groups, and by the agents of social control.

Beliefs about what constitutes deviancy and about appropriate responses to it vary between individuals, families, communities and societies, and within them over time. Children's behaviour in school can be defined as

deviant in terms of its effect on the educational opportunities of the 'deviants' themselves and of those with whom they are educated. This matter of the effects of deviancy on the part of at least two groups, the 'deviants' and others within their context leads to an immediate difficulty relating to response. That is, to what extent should responses favour the 'deviants' or their peers?

4.2.2 Responses to deviancy

It is useful to distinguish between responses which are intended to benefit the 'deviants' and responses intended to mitigate the impact of deviant behaviour on the majority. (This is not intended to imply mutual exclusivity of these aims). In the context of special education it is necessary to consider whether approaches to behaviour management constitute attempts to do something for or about individual children identified as presenting difficult and challenging behaviour in school. Having identified this issue it is now left for discussion in the next chapter.

4.2.3 Establishing norms of behaviour

Akers (1977) considers two main forces - consensus and conflict - in respect of the establishment of norms of behaviour. Sumner (1906) (cited in Akers, 1977), on the basis of his work on 'folkways and mores' suggests that essentially unorganised, intuitive notions of right and wrong have led to expression through legislation. A later consensus based theory (eg Wellford, 1975) (cited in Akers, 1977), suggests that legislation grows out of the general recognition of the dangers to society of certain behaviours,

which come to be designated as deviant.

Conflict based theories derive from Marxian philosophy. Marx stressed class conflict and the thesis that power derived from class determines that which is considered deviant. Others (eg Vold, 1958) developed a more pluralistic model of conflict which conceives of society as made up of interest groups of all kinds which vie 'in a shifting but dynamic equilibrium of opposing group interests and efforts' (P.204) cited in Akers, 1977).

It can be useful to consider these theories in terms of their perspective towards the status quo. In this context it is likely that those with a vested interest in the status quo would stress the theories based on consensus whilst those interested in change would promote theories based on conflict. The fact that empirical evidence can be cited in support of all these theories (Akers, 1977) probably suggests that each proposed process plays its part in establishing norms.

4.2.4 Deviant behaviour

Sociological theory asks two questions of deviant behaviour:

- why does deviancy vary from group to group and from structure to structure?
- what is the process by which individuals come to commit deviant acts?

Traditionally, there are five main approaches to addressing these questions.

i. anomie and social disorganisation Anomie is defined in terms of the lack of a normative consensus with a particular emphasis on the ways in which those without power do not feel constrained to act according to the norms of those that do. Cohen (1955) developed 'strain theory' which is concerned with the extent to which cultural ends match societal means eg 'working class' children expected to behave according to 'middle class' norms in school. Their deviant behaviour is explained in terms of rejection, reaction and rebellion which can lead to the establishment of deviant subcultures.

ii. conflict approach Vold (1958) argues that deviant behaviour is no more than the ordinary, learnt, expected and normal behaviour of individuals caught up in cultural and group conflict.

iii. labelling perspective Labelling theory (Becker, 1963) has many parallels with the conflict approach and suggests that deviancy is not so much a personal characteristic or even created by deviant acts but rather results from the label itself. Thus the question posed at the beginning of this section must change. That is, the issue is not so much why some people become deviant but more about those who cast the deviant label, why and to whom. The concern is about the ways in which the labelling process acts to exacerbate the deviancy; by reducing the deviants' choices, and influencing the self-concept. Whilst this perspective has little to say about the aetiology of primary deviance it has been very influential eg in attempts to keep offenders out of the criminal justice system. Further,

labelling is an important theme in special education (eg Norwich, 1990).

iv. social control theories This approach starts by questioning why anybody conforms at all; so it focuses on that which prevents, as opposed to causes, deviancy, and seeks to discover and to understand those forms of social control which are most effective. There are a range of theories which come under this general heading and emphasise a variety of factors as being most effective in social control. Early theories (eg Reiss, 1951) (cited in Akers, 1977), were concerned largely with the strength of controls eg customs, mores, laws which would motivate individuals to conform. Later theorists (eg Reckless, 1967) attempted to incorporate ideas from other theories. These include the influence of 'self-concept', 'social bonding' and the impact of more specific situational factors.

v. social learning perspective The foregoing perspectives and approaches have developed from the structuralist tradition. Social learning theory is specifically concerned with the processes which lead to deviant behaviour. It has been developed by Burgess and Akers (1966) (cited in Akers, 1977), from the work of Sutherland (1939) and B.F. Skinner's (1974) theories on operant conditioning. Essentially Burgess and Akers (1966) credit individuals with the propensity (both consciously and unconsciously) to anticipate the differences in likely reinforcement for the range of behaviours possible in a given situation. There is abundant evidence to support this contention from the psychological literature (eg Bandura, 1986) both in terms of people learning how to behave deviantly and of learning to define situations in ways which encourage deviant behaviour. However, from the sociological perspective the approach is in danger of

being tautological. That is, to say that behaviour is more or less likely to occur as a result of reinforcement is circular and untestable when its occurrence is taken as evidence that it has been reinforced. (In the psychological context this problem does not arise as the contingencies can be varied).

Currently, the concern is not so much with the 'rightness' or otherwise of these theories so much as how they inform and influence the ways in which parents, teachers and others, and indeed children themselves, make sense of children's problem behaviour.

Such beliefs influence:

- their responses to problem behaviour
- their responses to the suggestions of support teachers (and others) about possible options for future actions.

It is reasonable to suggest that each theory has something useful to say about the nature and aetiology of deviancy but is lacking in some respects as a wholistic theory.

4.2.5 Beliefs about deviancy

People's beliefs about the nature and aetiology of deviancy will have far-reaching effects on the outcomes they promote and arrange for children identified as deviant as well as on the numbers of children so identified. For a support service wishing to promote the maintenance of integrated

education for such children two scenarios carry promise:

- working with teachers who share its views about deviancy and desire advice on specific strategies,
- working with teachers, who whilst they may have different beliefs, are open to constructive dialogue about alternative construction and the strategies derived therefrom;

Less promising scenarios are presented when a school and/or the staff directly involved do not share the support service's views and are not minded to change.

Thus, distinguishing particularly between the latter two scenarios is useful. Even more useful is information which may serve in shifting the beliefs involved in the third scenario.

The ensuing discussion is concerned to identify personal and group beliefs about deviancy in terms of the sociological theories; and to consider the implications of these beliefs for those children implicitly or explicitly labelled as deviant. Turning first to those beliefs driven by a desire for consensus it is clear that this is essential to the smooth running of any social system. However, too much consensus creates serious difficulties for a system facing deviancy from some of its members. Non-inclusive norms develop through the vain hope for or belief in non-existent consensus. Such norms are often characterised by absolute language eg must, ought (Ellis and Grieger, 1977) and are represented, for instance, by traditional school rules which may lead to an anomic situation for some individuals and

groups. Consensus can promote the view that it is possible to be rid of all deviance, regardless of unequivocal evidence to the contrary (cf Kelly's (1955) definition of hostility). Such hostility ignores the functions of deviancy in respect of setting boundaries to behaviour and pointing up weaknesses in the system. It also leads to a debilitating sense of failure and the possibility of simplistic individualization of problems and unhelpful blaming, as individuals try to divest themselves of responsibility. Consensus may externalize the aetiology of the deviancy. That is, in order to protect the consensus it is necessary to consider only elements in the aetiology of deviance which lie outside the immediate confines of the system, and so ignore the effects of the immediate environment eg school on children's behaviour (cf attribution theory, see Chapter 3.6). Also, deviants are excluded and even dehumanised (eg car thieves depicted as hyenas) thus promoting anomie. Further, children identified as deviant under such conditions may be seen as undeserving in respect of resource allocation. Where the behaviour of some is outside the 'consensual reality' of the institution an escalation in the severity of judgements about their behaviour is likely. Similarly it becomes easy to identify some as 'not coping' within the system. Coupled with the issue of externalisation this can lead to decisions which promote the removal of such children, sometimes even, ostensibly, 'for their own good'.

Having established why too much consensus is a bad thing it is important to state that, similarly, too much conflict is also a bad thing. The question is of how to promote a climate where constructive conflict is valued and used for the benefit of all. Paradoxically the aim is to reach a consensus about the value of conflict. In order to achieve this it is necessary to

consider, in respect of conflict;

- the potential threats to all concerned of too much consensus, whether real or imagined
- the positive benefits of conflict
- the means of identifying the extent to which each of the following is a characteristic of a social system:
 - the negative consequences of consensus
 - constructive conflict
 - destructive conflict

The threats to individuals and groups of more open discussion of conflicting views will vary according to the power and influence they already have and wish to have. Thus it is useful to consider the potential problem for three broad groups:

- those with a high level of power arising from their official status
- those with a high level of influence arising from personal efforts, rather than official status
- those with a low level of either power or influence

The first group may be expected to be concerned about possible undermining of their position and thus their control. Where a system that promotes this kind of power is well established and those possessing the power are loathe to give it up, change is likely to be difficult.

The second group may also be concerned about how their influence may be

eroded. However, it is perhaps more likely that they would, as a consequence of their current position, be minded to see the benefits of constructive conflict for the system as a whole and for themselves. In any system it is likely to be possible to work with such people constructively if only in relation to subsystems. In such circumstances it is necessary to keep in mind the constraints of and boundaries to the existing system as well as the people's likely concerns about threats to themselves of behaving differently.

Some within the third group would be likely to be anxious about disruption to a status quo with which they may feel comfortable. Others may be keen to use opportunities for conflict to vent frustrations arising from their lack of influence. This can give rise to a more destructive form of conflict which is likely to lead to those within the first group becoming more disposed to maintain the status quo.

The benefits of constructive conflict to the system as a whole, as well as to individuals and groups within it, arise from using conflict to assist the process of managed change. Firstly, it can promote a degree of flexibility and thus, a greater degree of inclusiveness within norms of behaviour. It is important to stress that this does not necessitate a slackening of discipline, as boundaries to acceptable behaviour can be set at any point. Rather, for instance, it encourages those involved to view behaviours as 'preferred' and 'non-preferred' rather than distinguishing between individuals as 'normal' or 'deviant'. Secondly, it promotes the view that a degree of deviance is normal and to be expected. This also serves to reduce the extent to which individuals rather than behaviours are

identified as deviant. Thirdly, non-preferred behaviour can be considered both in terms of its implications for change in existing systems and for the individuals and groups involved.

4.2.6 Summary

The full range of implications for people's beliefs about children's behaviour arising from the sociological theories of deviance is beyond the scope of the thesis. The key issues identified in this section include:

- the desirability of construing deviancy as a process not an entity
- the potential conflict between responses designed to benefit the 'deviants' or those educated with them
- putative explanations for the aetiology of deviancy
 - anomie and social disorganisation
 - conflict
 - labelling
 - social control
 - social learning theory
- management of consensus and conflict in attempting to change people's beliefs about the aetiology of children's behaviour

Chapter 5 The educational perspective

5.1 Introduction

Chapter 5 and 6 are presented in terms of one dominant perspective; that of educational change. Northern Area Education Support Service (NAESS, the service) is an example of a major change imposed by a Local Education Authority (lea).

It is intended to investigate change in terms of the historical development of educational policy and practice. By seeking to understand the past it is hoped that aims and strategies for the future may be established. The major sources for the current chapter are twofold; firstly, from government legislation, guidance and publications; and secondly, from publications by academics, parents, professionals and others.

It is useful to cover the subject matter under three main headings:

- mainstream education (Chapter 5)
- special education (Chapter 5)
- educational support (Chapter 6)

The distinctions implied by these headings demand some initial clarification. The last one, educational support is perhaps clearest. It is taken to refer to assistance that a school might receive from an

independent agency such as NAESS. That is, the current definition does not encompass assistance given to children by, for instance, special educational assistants employed by the school.

The distinction between mainstream and special education is more complex, and difficult to clarify. It arises in respect of three elements in the educational process:

- identifying differences between children
- identifying differences between children's educational needs
- identifying differences between educational provision made for children

The essential element of difference may well be clear. What is less so is the justification for the attribution of such differences. It is a primary concern of section 5.3 to investigate the implications of the ways in which the 'differences' associated with special education are construed by those involved and their impact upon children's education. For many, for instance Warwickshire County Council, who wish to 'break down the barriers' between mainstream and special education the difficulty in making the initial distinction may seem a blessing. However, the precise forms of the perceived differences between mainstream and special education continue to impact on children's education.

For the time being, having established the difficulty in distinguishing between mainstream and special education it is time to consider the major influences of the general educational background on NAESS.

5.2 Mainstream education

5.2.1 Early themes

A dominant theme in the history of British education has been the belief that different forms of education offered to children segregated in terms of their abilities in the traditional academic subjects best serves all concerned. This means that children are thought to match one element within a given range of available educational provision. Where a child does not perform well the reason is sought in terms of the child's failure to 'cope with' or 'make the most of' the education offered.

For a variety of reasons this approach was challenged. With hindsight it appears that the introduction of comprehensive education arose more for political than for educational reasons. The apparent advantages for a few ceased to take precedence over injustice for more (Hargreaves, 1967). From the educational perspective a dominant theme in the process of comprehensivisation has been 'childcentredness', as espoused by the Plowden Report (1967). Instead of matching child to educational provision childcentredness takes the opposite approach of matching provision to the child's needs.

This matter of whether education should be focused on curriculum or children's needs has not only tended to polarise British educational debate but also to deflect attention from other issues affecting educational effectiveness. The dominant theme in North America, where the

comprehensive ideal is far more well established, has been and continues to be tied up with attempting to find the best way of achieving established educational aims (Fullan, 1993). Such approaches have their difficulties (eg Sarason, 1971) especially in relation to the agreement of aims and implementation of agreed approaches. However, they have been imported into the UK in the guise of school effectiveness research (Reynolds, 1995).

5.2.2 School effectiveness

In addition to the theme of segregation in British schools there was another factor, ironically another American import, which delayed the growth of interest in school effectiveness in the UK. Jencks (1973), on the basis of wide-ranging research, concluded that it is chance, parenting and socio-economic rather than school factors that determine an individual's later 'success' in life. Erroneously, Jencks' findings were interpreted as showing that schools cannot make a difference. That is, it was suggested that given similar groups of children in respect of parenting and socio economic factors schools cannot do a better or worse job for those children. The idea that nothing works became the major theme of literature reviews during the 1970s and early 1980s (McGuire and Priestly, 1992).

In a research breakthrough Rutter et al (1979) and later Mortimore et al (1988) and others were able to demonstrate that schools do make a difference for children in many respects, not least behaviour management. That established, the task has been to find out what gives rise to these differences and what guidance might be given to schools that they may improve themselves.

School ethos has become, despite or perhaps because of its vagueness, probably the major issue influencing the school effectiveness debate in the UK. For a variety of reasons, to be discussed next, ethos has become defined in terms of organisational factors. It is argued that such a definition carries serious difficulties that hinder school development.

5.2.3 Organisational approaches

Organisational approaches have been a response to consistent findings that attempts to implement new approaches in schools frequently fail (eg Goodlad et al, 1970; Gross et al, 1971). Organisational science construes such failure in terms of the 'resistance' of those teachers who, it was hoped, would implement the new, empirically validated methods. Further, such resistance is construed as arising from the interaction between the individual and the institution (eg Fullan et al, 1980). Researchers have sought to identify those organisational factors that influence the implementation of change in the hope that this might lead to better management.

Organisational approaches seek to manage factors in respect of their potential to promote or impede the process of change. If the institution changes, it is reasoned, then specific objectives can be achieved. There is a strong tradition in the business world of the 'management of change' (eg Kanter, 1984). Managers of change seek to achieve their key objective, of increasing income and profitability, by revealing inadequacies within organisations, suggesting alternative structures and procedures, and supplying detailed plans for change.

There have been attempts to employ similar strategies in the world of education. The early approaches are exemplified by Stufflebeam et al's (1971) Context Input Process Product (CIPP) model. CIPP provides detailed formats which enable the user firstly to analyse the context into which a new approach is to be introduced. Subsequently, the new approach is 'input' to the organisation; its processes monitored and adjusted, as necessary and its product measured. CIPP is characterised by astonishing complexity and its implicit view of teachers as the passive recipients of the new approaches. CIPP assumes that it encompasses all of its context and so can anticipate the actions of all involved.

Organisational Development (OD) (eg Fullan et al, 1980) and Consultation Theory (Caplan, 1970) have in common a perspective on resistances to change within organisations. Whilst the former gives its attention to institutional factors, the latter focuses more on the individual within an institutional context. Amongst the factors to which OD gives attention are:

- lateral and hierarchical communication
- matching institutional and individual goals
- managing rewards and sanctions
- identifying priorities
- entrenched, interlocked standard procedures

Consultation Theory construes failure to implement a new approach within an organisation in terms of:

- lack of skill. That is, of the inability of those involved to perform the actions required.
- lack of confidence. That is, people may not believe that they are capable of the new actions required.
- lack of objectivity. For Caplan the term objectivity is more about rationality than objective truth. He construes lack of objectivity as arising from various sources. Firstly, from prejudice eg of race or gender. Secondly, through the process of identification ie one person's behaviour may be interpreted on the basis of knowledge of another's. Thirdly, through the process of transference ie pre-ordained sets of attitudes, stereotyped expectations, and fixed judgements may be projected onto individuals and groups.

Hord (1988) takes a more reflexive view of the implementation of new approaches. She proposes some useful additional elements that help to identify and plan responses to teachers' feelings, thoughts and actions. In addition to Innovation Configurations (IC) ie detailed plans relating to the elements of the introduction of a new approach Hord also focuses on Sources of Concern (SoC), Levels of Use (LoU) and Intervention Taxonomy (IT). With respect to teachers SoC is divided into self concerns (what are the implications for me?), task concerns (how can I use this? how do I use it?) and impact concerns (how is it affecting my pupils?). LoU describes the behaviour of teachers with respect to an innovation and corresponds very much with Haring and Eaton's (1978) 'learning hierarchy'. That is, in the process of learning a new skill people progress through the stages of acquisition, mastery, maintenance, generalisation and adaption. IT is a checklist of strategies which in the context of IC and the findings of

SoC and LoU enables the identification of strategies useful to the implementation of the new approach. For example; training, discussion groups, feedback on outcome.

The basic problem with all of these organisational approaches is that no-one seems to use them. It is difficult to find references to their use in the literature beyond those in the original texts. There are a number of possible explanations for this lack of use. But before discussing these it is useful first to consider the consequences of the perceived failure of the organisational approaches to help raise standards in schools. Having put forward compelling evidence that the organisational qualities of a school, expressed in terms of ethos, do make a difference to outcomes for pupils (eg Rutter et al, 1979) researchers have consistently failed to transfer effectively the approaches of the best schools to the rest. Fullan (1993) characterises educational change in terms of its failure to keep pace with societal change eg social mores, the requirements of employers. He goes on to suggest that this failure has led to the explicit rejection by governments of any possibility of the education profession putting its own house in order and cites as evidence, amongst other initiatives, the US government publication 'A Nation at Risk' which supported large scale government action. Also, in the UK, the 1988 Education Reform Act introduced not only a National Curriculum and national testing but also Local Management of Schools (LMS) and Grant Maintained (GM) Schools. Thus the government simultaneously practices centralisation and subsidiarity with Local Education Authorities (LEAs) the main losers of influence. That is, the part of the education system which historically, through its officers, inspectors, educational psychologists

et al, has done most to promote organisationally focused attempts at change.

Returning to the possible reasons for the apparent failure of organisational approaches to implement new ways of working in education the first question is to do with the reality of the perception of failure. Is it just that successes go unnoticed whilst future opportunities for development are presented as current failures? Or that judgements are being made too early before full implementation is achieved? Are people simply construing the education system in terms of failure rather than success? Ultimately, however, if organisational approaches have failed to resolve these matters it follows that they are inadequate to the task. Such a conclusion only leads to more questions.

One reason why people might not use, or use effectively, organisational approaches to change is their extreme complexity. The ways in which, for example, CIPP and IC break down the implementation process are so complex that it is difficult to imagine anyone even wanting to give them a try. Further, it is possible that many teachers do not see potential value in such detailed planning. Indeed a number of researchers (eg Miller, 1994a; McCallum et al, 1993) have reported on teachers' difficulty with the concept of planning through breaking aims into discrete steps and stages, even when supported by, for example, an educational psychologist.

Also, organisational approaches depend, regardless of the amount of consultation undertaken, on the existence of an elite whose task it is to get others to do something. This and all the other possible reasons for

non-implementation are connected in terms of teachers' sense of control of their working lives. Those who are baffled by complexity, who believe that many of the factors in their work are beyond the scope of detailed planning and who feel uninvolved in decisions about change are, perhaps, unlikely to change. The proponents of organisational approaches invoke the quasi-psychodynamic concept of 'resistance' to explain non-implementation. That is, they construe their failure in terms of what others have or have not done. They attribute failure not to themselves but to others. It is interesting to consider the bi-polar opposite of resistance, best represented by the term acquiescence. Is that what the organisational scientists want? The next section considers where the organisational approaches have been inadequate and some alternative ways of approaching change.

5.2.4 Dynamic complexity and personal involvement

The two most trenchant criticisms of approaches to change which focus on organisational factors relate to the complexity of change processes and to the involvement of those affected.

i. dynamic complexity Despite the criticism of organisational approaches for being too complicated many writers believe that change processes are even more complex than the organisational scientists are able to see. Handy (1990) writes of 'discontinuous' change, Stacey (1992) of 'unknowable' change and Senge (1990) of 'dynamic complexity'. Fullan (1993) sums this up:

'Complexity, dynamism and unpredictability...

are not merely things that get in the way.

They are normal! (P.20).

In effect what is being said is that change processes, in education and elsewhere, are impossible to anticipate and therefore impossible to plan in the traditional sense.

Dynamic complexity can be illustrated in regard to the perceived increasing prevalence of difficult behaviour in schools (Elton Report 1989). There is a number of potential explanations for this phenomenon.

Firstly, teachers may be becoming more sensitive to children's needs.

Secondly, increasing demands on teachers may be leading to their having less capacity to tolerate difficult behaviour. Thirdly, modern teaching methods may encourage more challenging behaviour. Fourthly, the demands of the modern curriculum may not meet the needs of increasing numbers of children. Fifthly, changes in society eg increasingly disrupted family life may be increasing stress on children. Sixthly, society's demands in terms of the skills of school leavers may be ill-matched with children's skills and preferences. It would be possible to go on. These and other possible factors create great complexities in the dynamic. This does not mean that those attempting to promote change in approaches to behaviour management need to account for all such factors in their planning. What it does mean is that they do need to accept their existence and the impossibility of anticipating all of their likely impact on the implementation of new ways of working. It is worth drawing attention to a parallel with approaches to academic research. That is, in relation to

attempts to control factors influencing outcomes. Like 'new paradigm methodology' (Reason and Rowan, 1981) new approaches to development in organisations recognise the futility of even attempting to control all possible factors involved. Before discussing the practical implications of dynamic complexity it is useful to consider the matter of the involvement of those affected in the process of change.

ii. personal involvement

When those who have the power to manipulate changes act as if they have only to explain, and when their explanations are not at once accepted, shrug off opposition as ignorance or prejudice, they express a profound contempt for the meaning of lives other than their own. For the reformers have already assimilated these changes to their purposes, and worked out a reformulation which makes sense to them perhaps through months or years of analysis and debate. If they deny others the chance to do the same, they treat them as puppets dangling by the threads of their own conceptions (Marris, 1975, P.166).

Fulcher (1989) observes that whatever those towards the top of a hierarchy might like to believe those lower down will not necessarily implement policies handed down to them. Everyone has their own agenda and wishes to pursue it.

Ball (1987) challenges some of the key concepts of organisational approaches as they relate to the people involved. Like Fulcher (1989) he

suggests that reliance on hierarchical authority is misplaced as it ignores more informal locii of power within organisations. For instance, regardless of authority the individual teacher ultimately decides whether and how to implement an alternative approach to behaviour management. Ball (1987) also challenges organisational science's reliance on goal cohesion and coherence, in the light of his own research in schools which finds a high degree of goal diversity. The respective rôles of conflict and consensus in change processes have already been discussed in relation to deviant behaviour. Ball (1987) effectively suggests that organisational science demands a forced consensus too early in the change process and that this leads to the false assumption that motivation to achieve apparently agreed change will outweigh continuing individual interests.

Ball (1987) works from an ethnographic perspective which leads him to conclude that organisational science's concern for the achievement of goals, in the face of conflicting interests on the part of those affected, is the approach's main weak point. Fullan (1993) does not give up quite so easily on the possibility of matching individual and institutional goals and suggests agreed moral principles such as those proposed by Goodlad (1990) as the foundation for universally held principles. Goodlad suggests four moral imperatives:

- 'critical enculturation' encompasses the educational aim of enabling young people, through the acquisition of an understanding of truth, beauty and justice, to fully participate in society.
- schools provide the access to knowledge necessary for the development of society.

- the teacher-pupil relationship is construed in terms of building mutual respect.
- teachers provide good stewardship of the education system through involvement in the process of renewal.

Essentially, Fullan (1993) attempts to achieve, in respect of the most superordinate aims of the education system, a shared understanding and a consequent consensus. Before discussing the possibility of using such aims or goals as vehicles for change it is first necessary to consider the roots of discord over educational goals.

5.2.5 Paradox and the construction of alternatives

It has been so far argued that the education system, which encompasses large numbers of disparate groups and individuals, and involves complex and dynamic processes that give rise to emerging possibilities for change, is unlikely to respond to approaches to the promotion of change which take scant account of goal diversity, loci of power, and the interests of individuals.

It is not only necessary to consider the potential benefits of a new approach but also its costs to an existing system. Where people, acting in a complex organisation bring different perspectives based on different experience, beliefs and expectations paradoxes are apt to arise. Many of the issues affecting processes of change do not lend themselves to resolution by reduction to right and wrong. For NAESS this can be seen to apply both to service aims eg to maintain children's education in

mainstream schools and to the approaches employed by the service to behaviour management. It is perfectly feasible to develop alternative positions about either of these matters. It is reasonable to predict that between them service users and associates will construct alternative views.

A paradox can be defined as a bi-polar construct of which each pole can be seen to have simultaneous advantages and disadvantages. For instance, in a debate about whether or not a child should be moved to a residential school those involved, as a result of their dominant perspective, will give different weight to arguments on both sides. So, for instance, opposing arguments may be put in terms of what is best for the child, the teachers, or the school.

Temporal factors also influence paradox. People's views change. The extent to which those involved focus on short, medium or long term goals will affect their positions. As the process of change develops pressures and fresh understandings result in changes in beliefs, expectations and actions. The conflict:consensus paradox provides a useful illustration of time factors in change processes. That is, conflict is positive in that it can promote the discovery of alternative approaches; for example, to behaviour management in schools. However, conflict can also be negative where it results in inconsistencies and even damages working relationships. Consensus is positive where it enables the implementation of new and better ways of working. It is negative in that it can maintain existing practices regardless of their effectiveness. Viewed from the temporal perspective it becomes clear that those managing the implementation of new approaches need to focus on the use of conflict and consensus at points in the process,

using the power of both, and as far as possible mitigating their negative impact.

5.2.6 Sharedness and agreement

Whilst it is no doubt possible to manage and negotiate around paradoxes that does not necessarily mean that the kind of shared understanding for which Fullan (1993) hopes can be achieved.

Having criticised the education system for its failure, as he sees it, to renew itself quickly enough Fullan (1993) proposes root and branch change, starting with initial teacher training. His vision is of an education system held together by moral imperatives whilst encouraging diversity, so long as all teachers (and others involved) quest for improvement and renewal. That is, his answer to the inadequacies of organisational science is to involve everyone concerned fully in the process of change. Fullan has the means to pursue his vision and the outcome remains to be seen.

However, for most others involved in the implementation of new approaches in education Fullan's (1993) proposals represent an option at least as unrealistic as organisational science. They seek sharedness and agreement elsewhere.

It may be reasonable to have shared understanding and agreement between all involved in a process of change as an ideal or as an ultimate goal. However, one thing learnt from organisational approaches is that few

organisations develop such attributes. Lack of shared understanding and agreement in an organisation or between organisations (for example, NAESS and schools) does, though, provide the potential for conflict. Where the proponents of change seek to include all involved in the process of change they also earn the right for themselves to contribute in whatever ways they can to that process. That is likely to include the introduction of conflict into the dynamic; with the aim of shifting the consensus. That is, changing the culture.

5.2.7 Conflict and change

In terms of conflict a new approach introduced into a well-established culture can have a variety of effects. These can be described under three headings.

i. adoption The ready adoption of a new approach may seem to give cause for celebration. However, there is the danger that a mutually supportive relationship may develop where host organisation and new approach simply feed off one another with no real change occurring and no demonstrable benefit for children. The example of 'units' for 'disruptive children' serves as an example of this phenomenon. Schools, instead of working to improve their approaches to behaviour management may concentrate on obtaining alternative educational placements for difficult children (Galloway and Goodwin 1987). That is, ready adoption of something is at least as likely to occur to fulfil dysfunctional as functional needs of the organisations.

ii. conflict with existing practice A good way to promote conflict in a situation where one seeks to promote change is to make available an alternative to existing practice. In creating NAESS the lea was exercising its influence in an attempt to enable the continuing education of more children in mainstream schools. To characterise such an act as 'top-down' change which ignores the 'rights' of those affected is to miss the point. The creation of NAESS does not itself constitute the desired change. NAESS is merely the tool of the County Council in pursuance of its legitimate aims. The change lies in the processes negotiated by NAESS and its users and associates. The extent to which schools change their approaches to behaviour management in response to the work of NAESS remains very largely the responsibility of schools themselves.

iii. conflict arising from lack of shared understanding Misunderstanding is a form of conflict which, whether apparent or not, can lead easily to the non-implementation of new approaches. In this respect Caplan's (1970) ideas about lack of skill, confidence or objectivity are useful. That is, those who, it is hoped, will use a new approach may be unable, due to the absence of the necessary skills or confidence, to do so. Alternatively, people may develop a distorted view of an approach they do not understand eg behavioural psychology and reject it on that basis. Even where shared understanding appears to have been established this may be on a false basis. False understandings are more likely to arise where relationships are friendly and relaxed than where they are conducted on a more distant, professional basis (Bandura, 1986).

Conflict arising from lack of shared understanding can be addressed

directly in a number of ways depending on the circumstances. Informal and formal exchanges of ideas through discussions, meetings, and training sessions for instance can work to enhance shared understanding. Meanwhile all involved can and will pursue their own aims, or negotiate temporary compromises. This third type of conflict presents the most challenge to NAESS and to the research.

5.3 Special Education

5.3.1 Introduction

Special education is a major element in the context of NAESS. It is necessary that NAESS aims coincide with legislated special educational aims and that the service effectively manages the issues arising from special education inasmuch as they affect its aims. This section considers the historical developments that have led to current aims in special education and the range of issues which impact upon those aims.

The special education agenda has been and continues to be set by government legislation and guidance. Other influences include mainstream education, pressure groups, parents, LEA and professional (eg school, support service) practice, academic research and analysis. Put together these influences impact differently on the various people involved - children, parents, teachers and so on - who further make sense of their own experience from different perspectives. Consequently, a major theme within special education is the lack of shared understanding about not only aims and strategies but also of the concept of special education itself (Norwich,

1990). The major perspective taken in the current section relates to the aims of increasing shared understanding and minimising the impact of misunderstanding. Lack of shared understanding makes it unlikely that one analysis of special education, eg the current one, can even attempt to provide a full picture. What might make an analysis full enough is to provide a framework in terms of aims and issues that can inform the management of special educational provision like NAESS.

5.3.2 Before Warnock

The Warnock Report (1978) was a pivotal point in the development of special education in England and Wales and includes a fairly detailed account of the legislative history of special education, which encapsulates what has become known as the 'medical model' (Gillham, 1978). Until 1870 the focus of special education was on children with conditions which were defined from a medical perspective eg blindness, deafness, epilepsy. The 1870 Education Act widened that focus to include other 'categories' of 'defective' children eg the 'feeble-minded'. In 1898 the Committee on Defective and Epileptic Children recommended that the decision to make special educational provision be based on a 'physical examination' by a medical officer. The limitations of such physical examinations were soon recognised. In 1913 Cyril Burt was appointed by London County Council as the first educational psychologist. Whilst Burt did extend the means of examination, predominantly through the use of IQ tests (Burt, 1937), his methodology retained the focus on the individual differences between children. Children were 'ascertained' as being sufficiently different to warrant allocation to a category of special education. By the time the

Warnock Committee reported in 1978 there were eleven categories - blind, partially sighted, deaf, partially hearing, educationally sub-normal (moderate and severe), epileptic, maladjusted, physically handicapped, speech defective, and delicate.

Before considering the implications of such a conception of special education it is important to consider also the history, beyond education, of the category of most relevance to the current research, that is 'maladjustment'.

The national education system managed to get by with minimal apparent attention to behaviour management at least as a form of special education until after World War 2. The Warnock Report's (1978) history makes reference to the establishment of the Child Guidance Council in 1927 and the existence of 22 clinics by 1939. These clinics were part of the school medical service. However, as maladjustment did not become an official category until its introduction by the 1944 Education Act it was difficult for local education authorities to make provision. In an education system where nine per cent of children are believed by their teachers to present behaviour management difficulties (Croll and Moses, 1985) it is perhaps difficult to understand how the pre-war system coped. At least part of the answer lies in a separate historical context, where the criminal justice system has played a major role. Looking more widely through the literature on the social history of the last two centuries (eg Thompson, 1968) it becomes clear that the history of managing children's difficult behaviour owes more to the Poor Laws and the Common Law than to the pre-1944 Education Acts. Today's special schools, units and support services for

children presenting 'emotional and behavioural difficulties' (ebd) (Warnock, 1978) grew from the workhouses, industrial and approved schools of past times. That is, the education system (along with burgeoning social services) took over many of the responsibilities of the criminal justice system.

Thompson (1968) describes how massive social change followed the land enclosures and mass manufacturing of the late eighteenth and early nineteenth centuries. Governmental response in the form of unsupervised pauper apprenticeships led, as a result of absconding, to the creation of groups of vagrant and criminal children. In 1816 the Committee for Investigating the Alarming Increase of Juvenile Delinquency in the Metropolis was established. Despite obvious social changes nineteenth century experts chose to attribute the causation of such delinquency to 'moral defectiveness'. That is, more to within-child than to social factors. Further, government response is seen in terms of '... the need to insure capital investment, rather than a philanthropic gesture' (Bowman, 1981, P.106).

Psychological and, particularly, psychodynamic explanations of problem behaviour began to influence social and educational theory and policy in the twentieth century (Burt, 1925). Such explanations, like those based on morality, focused on within-child causation. This allowed practitioners to set diagnostic parameters in relation to those children they wished to 'treat'. Commonly, parameters would include such factors as good academic attainments and a mother who wished to work with professionals. When some children who presented difficult behaviour were found to be making slow

academic progress or to have uncooperative parents it was possible for professionals to allocate them to another group - the 'socially maladjusted', the 'delinquent' or the 'disruptive' - and then to refuse them treatment. Such attempts at differentiation between children on the basis of their behaviour persist today (eg DFE Circular 9/94) and raise complex issues that are discussed in 5.3.6.

It was the 1944 Education Act that drew behaviour management into the special educational domain. One consequence was that 'maladjustment' became something to be 'ascertained' within the education system. Thus, behaviour management was adopted into the culture of special education. The Warnock Report (1978) indicates a rapid expansion of provision for 'maladjusted' children immediately following the 1944 Education Act. In 1950 a committee was appointed to enquire into and report on the medical, educational and social problems relating to maladjustment. The Underwood Committee, as it became known, reported some five years later. Its main recommendations were that children, wherever possible, continue to live at home and attend their local school or special school or class whilst receiving treatment. 'Treatment' was to be provided collaboratively through a school psychological service, the school health service and child guidance clinic.

As already mentioned, like local education authorities, social services departments were required to play an increasing role in providing services for 'maladjusted' children. The Children and Young Person's Act 1969 stressed the need for more rehabilitation and less punishment for child offenders. A new system of community homes was established, bringing

together institutions for the accommodation of children in the care of local authorities and the former remand homes and approved schools.

Two dominant themes arise from within the history so far. The first relates to the categorisation of children for the purposes of determining appropriate special educational provision. The second relates to the relative complexity of the history of responses to children's problem behaviour in terms of deserving vs undeserving (Thompson, 1968), rehabilitation vs punishment, within-child vs social aetiology, moral vs psychological explanation (Bowman, 1981) and, in consequence, different views about educational responses to problem behaviour (eg whether 'delinquent' children should be admitted to schools for the 'maladjusted').

5.3.3 The influences of mainstream on special education

Prior to the Warnock Report (1978) and the 1981 Education Act there was little association between mainstream and special education. This was a matter of definition. That is, it was the responsibility of mainstream schools only to identify children who may, through the process of ascertainment and categorisation, qualify to receive special education. However, mainstream schools did make some provision for children whose educational needs were not met by the curriculum and teaching approaches ordinarily available. 'Remedial' teaching was provided for children who, for instance, had not mastered basic academic skills expected at their age. More immediately relevant in the current context are the 'units', created by schools and LEAs, that catered for children presenting difficult behaviour, but which existed outside the official special educational

context. Galloway (1985) characterises the growth of unit provision in terms of the pressures brought to bear by parents and, particularly, teachers on headteachers and lea's to 'do something' about problem behaviour. Those children who came to spend long periods at such units were effectively denied either a mainstream comprehensive or a special education. Indeed the curriculum offered in units has been consistently criticized (eg Her Majesty's Inspectorate, 1978).

The administrative separation between mainstream and special education made it difficult to decide how best to approach this problem. In other words, the distinction between mainstream and special education was clear in legislative terms but blurred in practice. The fact that many children transferred to units as a result of exclusion from school rather than as a result of the identification of special needs further blurs the status of both the units and the children, in law. The concept of childcentredness (already discussed in 5.2.1) has also contributed to the confusion. That is, by focusing on children's individual needs childcentredness challenges the appropriateness of categorisation, the basis of pre-1981 Education Act legislation.

5.3.4 Social policy

The history of social policy in terms of responses to children's problem behaviour has already been discussed in 5.3.2. Other social policy issues that affect special education include integration and citizen participation.

Integration is construed in terms of rights of access for all to whatever is generally available (Barton, 1988). Thus special education can be construed as denying access, of the children involved, to many of the perceived benefits of a comprehensive education, in terms of curriculum, social contact and location (Warnock, 1978). Integration further blurs the distinction between special and mainstream education by widening the scope of an ordinary, comprehensive education to allow the possibility of differentiating provision to meet a wider range of individual educational needs.

Citizen participation is generally construed in the educational context in terms of parental involvement in the process of education (eg Wolfendale, 1983,1992). There are two sets of issues upon which the development of parental participation is based. The first is associated with the rights of parents, which have been enshrined in education acts over the past fifteen years or so. The second is associated with the benefits to children of involving their parents in their education. This second theme is further extended by the involvement of children themselves in making decisions about their education (eg Gersch et al, 1993). For the present, though, the discussion will focus on parental involvement.

The Plowden report (1967) urges 'a closer partnership between the two parties to every child's education' (P.37). Arnstein (1971), albeit from a general rather than a specifically educational perspective, provides a useful 'ladder of citizen participation' encompassing:

- | | | | |
|----|-----------------|---|--------------------------|
| 8. | Citizen control |) | |
| 7. | Delegated power |) | degrees of citizen power |
| 6. | Partnership |) | |
| 5. | Placation |) | |
| 4. | Consultation |) | degrees of tokenism |
| 3. | Informing |) | |
| 2. | Therapy |) | non-participation |
| 1. | Manipulation |) | |

Whilst no doubt what is meant by some of the terms eg consultation obscures its precise meaning the 'ladder' does provide a basis for beginning to understand how professionals may work to involve parents more. It is difficult to see how, in respect of individual families, it can be possible to get beyond the point of partnership in the area of behaviour management in schools. That is, power and control are delegated, in various ways, to schools and lea's, for example through the option of exclusion. Whilst even in the context of exclusion it may be possible to attempt to promote partnership such a sanction will inevitably cast a shadow over citizen participation as an ideal.

Cunningham and Davies (1985) writing about parental involvement in the general context of special education propose three alternative approaches adopted by professionals. Firstly, the 'expert model' where the professional controls both the agenda and the responses. Such an approach makes no acknowledgement of parents' rights over what is done to their

children and excludes parents from making a contribution. Secondly, the 'transplant model' where the professional continues to control the agenda but delegates responsibility to others eg parents to carry out at least some of the responses to the child's needs. In such a situation parents can appear to be involved whilst continuing to have no real influence over what is happening to their child. Thirdly, the 'consumer model' encompasses an approach where professionals act as consultants to parents who have control over decision making. Whilst constituting a useful 'vision' or ideal of the professional:parent relationship the consumer model shares, in relation to behaviour management in schools, the difficulties associated with Arnstein's (1971) 'citizen control' and 'delegated power'. That is, society has already legislated against parents retaining power and control, beyond a certain point, in relation to their children's behaviour in school.

Wolfendale (1983) construes parents and professionals as 'partners', or allies, working on behalf of the child with special needs. Each brings something of value to the situation; parents, their knowledge in depth of their child and professionals, their wider knowledge and skills.

Various workers have described successful attempts at intervening in respect of children's behaviour that have involved the training of parents eg in behaviour modification (eg Herbert, 1985). However, such approaches appear to have most in common with Cunningham and Davis' (1985) 'transplant model'. That is, there is little evidence of genuine partnership. Indeed Wolfendale (1983) goes so far as to consider parental involvement in managing children's behaviour as separate to that in respect of other areas

of special education. Apart from the legislative factors, eg exclusion, already discussed there is another factor that influences the scope and nature of parental involvement in respect of their children's challenging behaviour in school. That is, blame. Many parents of children presenting difficult behaviour in school blame themselves or attempt to project blame onto others (Lane, 1990). Not only does this make working with parents difficult but it also makes it unlikely that such parents will group together to press for better provision for their children. Indeed, the parents that have formed such groups tend to do so on the basis of exclusively within child factors eg with reference to Down's Syndrome or 'dyslexia'.

Over the past few years there have been general calls for greater support to be made available to parents in managing their children's difficult behaviour (eg Elton Report, 1989). Also there have been calls for the greater involvement of parents in schools' approaches to behaviour management (eg Wolfendale, 1992). During the mid 1990's there have been many media reports on the subject of 'contracts' between schools and parents in respect of children's behaviour.

Liaison is an important issue in respect of fully involving parents in the management of children's behaviour. The locus of intervention and the confusion arising from potential multi-agency responsibility are significant factors. Where children present challenging behaviour both at home and school it can be difficult to coordinate responses especially when a range of agencies may be involved. When, say, a support service such as NAESS attempts to coordinate the efforts of a range of involved parties it

is not unusual for some to attempt to impose their aims and proposals on others or even to feel their relationship is being usurped. In such circumstances the socially less powerful people in the social system, often parents and children, are in danger of being marginalised.

Against such a background a support service like NAESS does best to adopt Wolfendale's (1983) concept of 'partnership' and attempt to operate that within a context of respect, empathy and genuineness (Rogers, 1952). That is, to replace Arnstein's (1971) higher levels of citizen power and control and Cunningham and Davis' (1985)' consumer model' with ideals based on aims relating to qualities of the parent:professional communication. Respect, empathy and genuineness are ephemeral concepts, but provide a useful vision against which support teachers may continually check their ongoing relationships with parents.

5.3.5 Warnock's recommendations

i. categorisation and the concept of special educational needs The Warnock Report (1978) drew together criticism of the then system of special education and provided the foundation for the 1981 Education Act. The report chooses the categorisation of children as its principal target and offers four main criticisms:

- that children who fit more than one category may have only one element of their special needs addressed
- that all children ascertained as belonging to a given category are unlikely to require the same provision

- that by using categorisation as the basis for making special educational provision there arises the danger of drawing resources away from children who have not been allocated to a category
- that categories have the effect of labelling children (Becker, 1963) in ways that are stigmatizing (Goffman, 1963) and inhibit personal and educational development.

Warnock (1978) recognises that throwing out the principle of categorisation has an impact on the concept of special education and proposes an alternative based on the criticisms of categorisation. This is illustrated by means of quotations from the Warnock Report:

We urge the merits of a more positive approach,
based on the concept of special educational
need. We ...need...a new system to replace the
statutory categorisation of handicapped pupils
and...a broader view of special educational provision
as a basis for a new framework of special education.
P.37.

[There is]...confusion between a child's disability
and the form of special education he needs. p.42.

We propose that special educational provision be
understood in terms of one or more of three criteria:-

- i. effective access on a full or part-time basis to teachers with appropriate qualifications or substantial experience or both
- ii. effective access on a full or part-time basis to other professionals with appropriate training; and
- iii. an educational and physical environment with the necessary aids, equipment and resources. P.47

...there is a sharp distinction between two groups of children - the handicapped and the non-handicapped - and it is this distinction which we are determined, as far as possible, to eliminate. P.43.

From this series of quotations it is clear that the Warnock Committee intends that the concept of special education be construed as an interaction between children's needs and appropriate provision. Whilst this is a step forward from the earlier position where special needs were ascertained entirely in terms of within-child factors the Warnock position presents a new challenge to the definition of special education. That is, to distinguish between 'special' and 'ordinary' education.

ii. the scope of special education The Warnock Committee (1978) attempts to clarify its new concept of special education in terms of its expected

scope. The Committee was concerned not only about great variations in lea's ascertainment rates but also that the 1.8% of children 'categorised' as 'handicapped' (Jan., 1977) represented only a small proportion of the total number of children with special educational needs. The Committee infers a total from contemporary studies (eg Rutter et al, 1970) that had surveyed teachers' views. The Warnock Report concludes:

...we recommend that the planning of services for children and young people should be based on the assumption that about one in six children at any one time and up to one in five children at some time during their school career will require some form of special educational provision. P.41.

This total is to include not only children in special educational institutions but also those receiving special education eg 'remedial' teaching in mainstream schools.

iii. integration The whole picture is complicated further by another Warnock recommendation. The report considers integration to be '...the central contemporary issue in special education...' (P.99).

The Warnock concept of special education, as well as the influence of social policy (see 5.3.4), are factors in this respect. In the current context a full discussion of integration is not necessary. However, it is necessary to point to one outcome. That is, the possibility, and

subsequent actuality, of children in mainstream schools being assessed as having special educational needs that require a mainstream place with additional special provision. Such provision is construed as 'integrated' on the basis of the assumption that previously such a child would have attended special school. The main point is the creation and formalisation of an important new element in the management of special education, making lea's responsible for the resourcing and provision of education to be delivered in and by mainstream schools and for the benefit of individually identified children.

iv. stages of assessment Despite explicit criticisms of the then system of categorisation the Warnock Report (1978) not only proposes subcategories of special educational needs eg learning difficulties, emotional and behavioural difficulties but also a new element of definition, the stages of assessment. Warnock envisaged the following stages in respect of who is involved and who is responsible for what:

Stage 1 is where '...the class teacher or form tutors will consult the headteacher... [who] is responsible for ...marshalling information...' (P.60).

'At Stage 2 the child's difficulties will be discussed with a teacher with training and expertise in special education... the headteacher is once again responsible...' (P.60).

'Stage 3 [includes] a professional or professionals brought in by the headteacher or school doctor...monitoring will be carried out by members of

the local authority's special education advisory and support service... which will also be responsible for ensuring that the necessary information reaches the authority about any additional staff or resources required by ordinary schools to meet the needs of pupils assessed as requiring special educational provision' (P.61).

Stages 4 and 5 are both concerned with 'multi-professional assessments' at different levels of involvement, which are not made clear.

v. parental involvement Perhaps the least contentious, certainly the least equivocal, recommendation of the Warnock Committee relates to parents, and in a variety of ways. Firstly, it is recommended that parents be made better able to identify their children's special needs. Professionals are criticised for disregarding parental views. Secondly, recommendations are made about how to disclose information about their children's special needs to parents. The use of a 'named person' to represent the full range of professionals in keeping parents up to date about possible support is recommended. Thirdly, the report suggests the establishment of 'parents' workshops' where professionals can train parents. Fourthly, '...throughout this report we have consistently stressed the need for the closest possible involvement of parents in the assessment of the child's educational needs and in the provision made' (P.107). The example given to support the need for such involvement centres on the possibility of having to persuade parents of the desirability of integrated education(!) Fifthly, Chapter 9 of the report is entitled, 'Parents as Partners'. This fifth way in which Warnock (1978) construes parents has most in common with the principles of 'citizen participation' discussed in 5.3.4. There is explicit respect for

the needs of parents themselves. Also, the hope that the relationship between parents and professionals is '...a partnership, and ideally an equal one.' P.151. Further, 'Parents will often be able to point to an aspect that the professional has overlooked or has insufficiently considered.' P.151.

Having now described the main elements of the Warnock Report (1978) the discussion of its impact is left until section 5.3.11. Before that it is useful to consider government legislation and guidance subsequent to Warnock.

5.3.6 1981 Education Act

Broadly, the 1981 Education Act was based on the recommendations of the Warnock Report (1978). There are, however, some important elements of the act that require further consideration.

Firstly, the 1981 Education Act tried to pin down a more specific definition of special educational needs than had Warnock. A child is said to have special educational needs if s/he has a 'learning difficulty', which requires 'special educational provision'. 'Learning difficulty' is then defined in terms of a child having:

- a. significantly greater difficulty in learning than the majority of children of his age; or

- b. a disability which prevents or hinders him from making use of educational facilities of a kind generally provided in schools, within the area of the local authority concerned, for children of his age; or
- c. under the age of 5 years and is or would be if special educational provision were not made for him, likely to fall with paragraph a. or b. when over that age.

Secondly, 'special educational provision' is defined, perhaps less specifically than by Warnock as '...educational provision which is additional to, or otherwise different from, the educational provision made generally for children of [that] age in schools maintained by the local education authority concerned.' P.1.

Thirdly, integration is defined in terms of a duty '...to secure...[education]...in an ordinary school...[taking into account] the views of the child's parents and that educating the child in an ordinary school is compatible with -

- a. his receiving the special educational provision that he requires;

- b. the provision of efficient education for
the children with whom he will be educated;
and
- c. the efficient use of resources P.2.

Fourthly, the act imposes duties on school governors and lea's in respect of special educational needs -

- a. to use their best endeavours... to secure...the
special educational provision required
[by children].
- b. to secure that, where the responsible person has
been informed by the local education authority
that a registered pupil has special educational
needs, those needs are made known to all who are
likely to teach him; and
- c. to secure that the teachers in the school are aware
of the importance of identifying, and providing
for, those registered pupils who have special
educational needs P.2 and 3.

Fifthly, the act places a duty on lea's in respect of assessing the needs of
a child where the lea believes;

- a. that he has special educational needs which call for the authority to determine the special educational provision that should be made for him; or
 - b. that he probably has such special educational needs
- P.4.

Further, lea's have a duty to maintain a statement of special educational needs for any child for which it (the lea) is making or proposing to make special educational provision.

DES Circulars 1/83 and, later, 22/89 offer guidance to schools and lea's on the management of special education. These circulars are effectively an amalgam of the Warnock Report (1978), the 1981 Education Act and, later, Select Committee reports on special education and the implications of the 1988 Education Act, particularly of the National Curriculum and Local Management of Schools (LMS). The circulars give most attention to statutory assessment procedures and the management of the education of children with statements. Otherwise they add little to the understanding of special education. Just one quotation from Circular 22/89 crystallizes this understanding:

FOCUS ON THE CHILD

When it is thought that a child may need special educational provision, the positive and constructive

approach is to focus on his or her needs rather than on disabilities. The feelings and perceptions of the child concerned should be taken into account, and older children and young persons should be able to share in discussions on their needs and any proposed provision. The extent to which a learning difficulty hinders a child's development does not depend solely on the nature and severity of that difficulty. Other significant factors include the personal resources and attributes of the child as well as the help and support provided at home, and the provision made by the school and the LEA and other statutory and voluntary agencies. A child's special educational needs are thus related both to abilities and disabilities, and to the nature and extent of the interaction of these with his or her environment. P.7

That is, whilst the importance of school factors is acknowledged child factors are given most attention.

5.3.7. The Elton Report

Discipline in Schools (The Elton Report, 1989) pays scant attention to special education as a concept. The report takes a more wholistic view of behaviour management in schools. Despite being removed from the immediate context of special education the Elton Report is perhaps most significant in respect of the attention it pays to educational provision. A few

quotations serve to illustrate this point:

It is...important to find ways of creating an atmosphere in schools in which pupils do not even think of being aggressive towards teachers (Summary, 4)

We conclude that the central problem of disruption could be significantly reduced by helping teachers to become more effective classroom managers (Summary, 7).

We draw attention to the growing body of evidence indicating that while other factors such as pupils' home background affect their behaviour, school based influences are also very important (Summary, 10).

It is also worth noting that the report's recommendations relate massively more to the actions of teachers and schools than of pupils, parents, lea's or others. With respect to lea support services the following recommendations are made:

that lea's should develop effective strategies for supporting the behaviour policies of their schools based on clear aims and procedures and backed up by the necessary communication systems and resources; and that they should regularly evaluate these strategies in relation to their aims and the perception of schools, parents and pupils of the quality of service being provided (P.183).

Whilst it is difficult to assess the impact of the Elton Report on behaviour management in schools the report's general aim is clear. That is, to focus on improving schools' practice in relation to behaviour management, rather than on the behaviour of individual children per se.

5.3.8 The 1988 Education Act

Like the Elton Report the 1988 Education Act was not concerned directly with special education but has affected it in three main ways, arising from:

- National Curriculum
- Local Management of Schools (LMS) and Grant Maintained Schools (GMS)
- exclusions from school (in relation to behaviour management).

Clearly these factors arose after the establishment of NAESS so they, and subsequent developments in legislation, were not matters to take into account in the original planning of the service. Rather they represent new challenges and opportunities with respect to service development.

i. National Curriculum The advent of the National Curriculum has had two main effects on the work of NAESS. The first further blurs the distinction between special and mainstream education. If the National Curriculum applies to all children then it is hard to see how curricular objectives can be reasonably construed as special. This leaves the definition of special education depending more greatly on the nature and degree of educational provision.

The second main effect of the National Curriculum was to sharpen the focus on the legal status of units (for children presenting behaviour management difficulties). That is, regardless of whether a unit is construed as special provision in relation to special educational procedures and in terms of that which is 'normally available' (1981 Education Act), if the National Curriculum is not available the provision offered is of questionable legality. (Though, there is no record of this issue being tested in the courts). (Note: DFE Circular 11/94 has since gone a long way to clarify the situation over curricula in what are termed pupil referral units.)

ii. Locally Managed (LMS) and Grant Maintained (GMS) Schools The 1988 Education Act had far reaching impact on the financial management of schools. Both local management (LMS) and maintenance through grants from central government (GMS) have sharpened the focus on, amongst other things, who, school or lea, is responsible for paying for special educational provision. As a consequence schools are more likely to seek both maximum funding overall and additional funding for special education. Lea's are left to attempt to strike an appropriate balance which may or may not involve delegating funds paying for support services to schools. Whatever an lea tries to do in this respect it is likely that some schools will be dissatisfied, and that support services will become destabilised in their attempts to meet a range of demands against a background of threats to the provision at their disposal.

iii. exclusions Despite difficulties in obtaining clear evidence there is a general perception that since the 1988 Education Act there has been an

increase in schools' use of exclusion as a response to children's difficult behaviour (NUT,1992). A range of general and specific explanations for this phenomenon has been offered (ACE, 1992). Generally, arising from pressures in relation to budgetary matters and the rate of educational change, it is suggested that schools are becoming less able and/or willing even to attempt to manage difficult behaviour. More specifically, the demands arising from the 1988 Education Act in relation to assessment of children's educational achievements and the publications of results are perceived to create a situation where schools believe that their overall results will be better if they exclude children whose own results may be poor and whose behaviour compromises the performance of their classmates.

5.3.9 Further developments in special education

Whilst of course criticisms of the 1981 Education Act are easy to find, even before its implementation in April, 1983, (Norwich, 1990), apart from Circular 22/89, there was little government action until following the Audit Commission/HMI reports (1992a, 1992b). The Commission identified four key problems:

- lack of clarity about what constitutes special educational needs
- lack of clarity about the respective responsibilities of the school and lea
- lack of accountability in respect of children's progress and of how schools make use of resources supplied by the lea
- lack of incentives for lea's to carry out their duties

The 1993 Education Act and associated Code of Practice on Special Educational Needs (DFE, 1993) (the Code) attempts a response to these concerns. The Code represents the most detailed government position and so discussion will now focus on that. In essence the Code seeks to make the approaches suggested by Warnock (1978) and implemented through the 1981 Education Act work better. The basic principles are uncontroversial:

- to make available the necessary educational provision in order to meet children's needs
- to promote children's access to the National Curriculum
- to ensure that children with special needs, 'where appropriate [are educated] alongside their peers in mainstream schools' (P.2).
- to achieve 'the greatest possible degree of partnership between parents and their children and schools, lea's and other agencies' (P.2).

Underlying these broad principles are aims about which the Code is not so explicit but which are associated directly with the Audit Commission's views:

- consistency of provision within, if not between, lea's
- clarification of responsibilities, especially in relation to schools and lea's
- administrative efficiency, especially in relation to 'statementing' procedures
- specificity, within statements, of children's needs and provision to be made
- greater accountability within the system generally.

In order to achieve these aims the Code specifies a number of procedures, in the context of its legal status, ie 'All those to whom the Code applies have a statutory duty to have regard to it; they must not ignore it' (P.ii).

Two new elements are introduced by the Code. Schools are expected to produce and act on the basis of 'SEN policies'. The old procedure of appeal to the Secretary of State (by dissatisfied parents) is replaced with a new system of Tribunals. Otherwise the Code seeks to tighten up existing procedures. Firstly, unlike the 1981 Education Act the Code formalises the stages of assessment proposed by Warnock (1978) in an attempt to recognise '...the various levels of need, the different responsibilities to assess and meet those needs, and the associated variations in provision...[to]...best reflect and promote common recognition of the continuum of special educational needs' (P.3). Secondly, the Code re-introduces the categorisation of special educational needs. This is not to suggest that it is intended that children be allocated to categories, though clearly such a possibility exists. The main reason for the categories arises from the wish to determine criteria for deciding whether to make a statutory assessment. For eight categories (including 'emotional and behavioural difficulties') such criteria are discussed in respect of:

- the child's learning difficulty, eg 'severely impaired social interaction' (P.59)
- the child's special educational provision eg 'appropriate external advice' (P.60).

Despite stating that 'the needs of most pupils will be met in mainstream, and without a statutory assessment or statement of special educational needs' (P.3) the Code devotes the vast majority of its deliberations to tightening up procedures around;

- deciding whether or not to start a statutory assessment
- specifying the contents of statements
- annual reviews of statements

A detailed discussion of these procedures is not pertinent to the context of this thesis.

5.3.10 'Pupils with Problems'

In May, 1994 the DFE published six circulars (8/94 - 13/94) on a range of issues relating to pupil behaviour and discipline, emotional and behavioural difficulties and the education of sick children. As the circulars were published following the completion of the current research there is little point now in considering them in detail in the context of the establishment and operation of NAESS (though it will be useful to draw on them in the final chapter). However, one point about the circulars that is important relates to the differentiation between pupils who are the subject of 8/94 'Pupil Behaviour and Discipline' and of 9/94 'The Education of Children with Emotional and Behavioural Difficulties'.

The distinction between normal but stressed behaviour, emotional and behavioural difficulties and behaviour arising from mental illness is important because each needs to be treated differently.

(DFE Circular, 9/94, para 2).

That is, the DFE sets out to distinguish, in relation to children presenting difficult or problem behaviour, between those with and without special educational needs.

5.3.11 Aims and issues in special education

So far section 5.3 has consisted of a lengthy description of the development of special education, particularly in respect of behaviour management. Commentary has been kept to a minimum. It is now necessary to discern the aims and issues within this development. Those matters of most relevance to behaviour management receive most attention.

There is one thing about special education on which all involved may be likely to agree. That is that there is still much to be done in order best to meet the needs of those children currently identified as 'special'. Some eg the DFE (1993), The Audit Commission (1994) and Norwich (1990) seek means of making the current system work better by analysing what currently happens in order to provide ways of overcoming existing challenges. Their concerns tend to focus on equity, efficiency and accountability. Some eg Galloway (1985), Tomlinson (1982, 1993) and Solity (1992) take a more

radical perspective and challenge existing approaches in terms of their purpose and effectiveness. For instance, the validity of attempting to separate ordinary and special educational needs is questioned. As is the effectiveness of maintaining a strongly child focused system of special education.

For NAESS and the research it is necessary to seek to establish special educational aims and to begin to discuss the issues affecting their achievement. Most superordinately the aim of special education systems is to ensure that children's (special) educational needs are met through the availability of appropriate (special) educational provision. Few would disagree with such an aim. However, it is far from helpful in determining what to do. Indeed, by extracting the word 'special' such an aim holds true for education generally. It is useful to unpack this single superordinate aim. Working on the basis that it is helpful for aims to be, at least, relatively uncontentious the following might suffice:

- to promote integrated, comprehensive education for all children
- to ensure consistent, equitable allocation of resources (at least within a given administrative area)
- to ensure optimal use of available resources, and to have plans in hand should additional resources become available
- to enable full participation of children and their parents in the special education process.

The point is not so much, at least initially, the expectation that such aims can be fully achieved. Rather it is about having something to work

towards. It is useful at this point to try to distinguish between aims themselves and the issues which influence their achievement. The four aims are not distinguished by their clarity. Further definition, not least in respect of the issues affecting achievement, is necessary before it is possible to tell whether or not the aims are being achieved.

Aims may be construed in terms of political legitimacy eg where they are endorsed by the Education Committee of a Local Authority. Ultimately, aims are useful insofar as all involved can agree about them (though not necessarily about how to achieve them). For that reason aims are necessarily vague. It is only possible to frame aims more specifically as the debates around the issues affecting them are resolved. Indeed, there is the danger that some people may attempt to create more specific aims without considering related issues. Where this happens the complexity of, say, behaviour management in school is not adequately addressed.

Issues affecting aims in special education especially with respect to behaviour management can be considered under a series of headings:

- shared understanding
- what mainstream schools provide
- how children's needs are identified
- the scope of special educational needs
- resource allocation systems and information management
- support services
- liaison
- management of change

i.shared understanding Shared understanding is the pivotal issue in special education, not least because special education is becoming increasingly complex (eg procedures of the 1993 Education Act, audit etc). That is, a certain degree of shared understanding of the concept and aims of, and major issues relating to, special education is prerequisite to the negotiation of new ways of attempting to meet children's needs such as Northern Area Education Support Service.

The more that NAESS and its users and associates know and understand of the factors influencing one another the better they can negotiate service delivery. In relation to shared understanding factors arise from five main sources:

- service aims and theoretical underpinnings
- existing beliefs and expectations of NAESS users and associates
- NAESS ethos and culture
- INSET and project work
- day to day work

The gap between the first two sources is bridged by the latter three.

Clearly NAESS has a far greater influence over some factors than others. Within the constraints of superordinate aims and related government and lea policies the service has a high degree of control over its own aims and theoretical underpinnings. Its influence over, say, schools' and teachers' beliefs and expectations is much more tenuous.

Stating aims and theoretical underpinnings is an important first step. Creating a service ethos and culture consistent with such aims and theoretical underpinnings that can be maintained by all service staff in their work with all users and associates is also pre-requisite. This has far-reaching implications for staff training, service structure and supervision.

Inservice training courses for service users, especially teachers and work in schools directed at behaviour management systems generally, serve the purpose of explaining the ways in which NAESS operates, thus promoting shared understanding. Such a purpose is at least as important as the more obvious one of directly helping teachers to gain new skills and schools to operate more effective behaviour management systems.

Finally, shared understanding is promoted by the day to day work of NAESS, for example, in relation to the assistance to schools in the management of the behaviour of individual pupils. It is at this level that the conflict between NAESS and users' views is most likely to emerge. NAESS staff need to balance, for instance, respect for the efforts of school staff with the need to challenge their approaches and to propose alternatives. This task is made easier when the foundations of shared understanding have been well laid.

In these respects specific factors attracting attention may include:

- teachers' expectation that children whose behaviour is difficult to manage will be removed from school. This factor may become an aim in relation to promoting an expectation of support in school.

- some schools and teachers may attribute blame for difficult behaviour to children, families and the community; to anywhere except schools and teachers themselves. Where this is the case NAESS may seek to encourage them to adopt a more systemic perspective and to encourage approaches based more on negotiation than blame.

ii. what mainstream schools do There is very little in government legislation and guidance about the expectations of mainstream schools in respect of special education. Not only is the distinction between ordinary and special education left unclear, but so is the distinction between what schools and lea's are expected to provide.

The Elton Report (1989) has quite a lot to say about the effects of school policy and practice on children's behaviour. The Code of Practice on Special Educational Needs (DFE, 1993) makes one or two remarks in similar vein:

Effective management, disciplinary and pastoral arrangements and policies in schools can help prevent some special educational needs arising, and minimise others. (P.11)

...emotional and behavioural difficulties may arise from or be exacerbated by circumstances within the school environment. (P.58).

The Audit Commission (1992a, 1992b, 1994) appears to assume that what schools might be expected to do is known, but that confusion over school

and lea roles and responsibilities and lack of adequate accountability hinders execution. Such an assumption is hard to justify.

A major element giving rise to lack of clarity about the responsibilities of mainstream schools is around what constitutes special education in the first place. The definition provided by the Code of Practice on Special Educational Needs is probably the latest word,

‘Special educational provision...[is]...
educational provision which is additional to,
or otherwise different from, the educational
provision made generally for children...’ (P.5).

From this basis the Code provides a few more clues. In relation to the expectation that schools produce a ‘SEN policy’ the following examples of expectations are made clearer; ‘a special educational needs co-ordinator’, ‘SEN in-service training’, ‘external support services’, ‘partnership with parents’.

However, in contrast to the attention given to the statutory assessment by lea’s of children’s needs by all government associated publications since Warnock (1978) there is little apparent concern about what schools may or may not be doing. It is very difficult to determine why this is so without considering the traditionally strong focus on the special educational needs of individual children.

iii. how children’s needs are identified Even cursory perusal of publications, especially those of the government, on special education

shows that the identification of the special educational needs of individual children has been the major issue. Warnock's (1978) criticisms of the practice of categorisation notwithstanding there is no suggestion within government publications other than that it is unequivocally a good thing for a child to have such needs identified.

Certainly it is reasonable to believe that an identified need is more likely to receive attention. However, there are further considerations. Arising from the forms of presentation of children's special needs are serious threats to the achievement of special educational aims. The major issue is around individual differences.

Clearly it is to the good when educators take account of differences between children in order to respond positively to individual needs. However, the forms of need attributed to children by the Code of Practice on Special Educational Needs are, it is argued, far from positive. It is difficult to avoid the conclusion that the Code with its eight types and five stages of special need has effectively re-introduced, albeit in a new format, categorisation. Thus, it becomes possible, even likely, for children identified as having special needs to be perceived as quite substantially different to other, 'normal' children. It is suggested (Solity, 1991) that such identification is discriminatory. Like any form of discrimination the identification of children as having special educational needs has negative consequences. Firstly, there is labelling (Becker, 1963) and stigmatization (Goffman, 1963), leading to the attribution of negative stereotypes, the likelihood of low expectations, and severe threats to self-acceptance (Ellis and Grieger, 1977) and sense

of self-efficacy (Bandura, 1986). Secondly, by attending to type and stage of need particularly when resources are allocated on that basis, attention is likely to be drawn away from the identification of appropriate learning objectives and teaching strategies. Thirdly, and very much associated with the first two consequences just discussed, is the phenomenon of deskilling (Dessent, 1987). Where attention is given to perceived differences between children and to forms of classification based on such differences, and not to learning objectives and teaching strategies it is likely that those involved eg teachers, parents will come to believe that they lack the skills required to meet a child's needs. Moreover, it is likely that these people will believe that others do have the necessary skills that will, if appropriately accessed, meet the child's needs.

Further attacks on the concept of individual special needs are made from other perspectives. Tomlinson (1982) suggests that the main reason for attributing special needs to children is in order to maintain the societal status quo. That is, teachers can continue to use their existing approaches for the perceived benefit of the majority of their pupils and not worry too much about those identified as having 'special needs' who are less well served. Whilst many involved in special education might be expected to claim more altruistic motives Tomlinson's (1982) thesis is hard to resist. Barton (1988) is concerned with people's access (cf integration) to what society has to offer and suggests three ways in which access is denied to people identified as having special needs. Firstly, and linking to those who would claim altruistic motives for such identification, is the attribution of 'personal tragedy' which draws a response of the 'it's for his own good' kind. That is, responses can be

based more on sentiment than need. Secondly, and associated with Tomlinson's thesis, is the idea that the concept of special needs is socially constructed to the advantage of those not identified as having special needs. Thirdly, it is suggested that special needs are socially created. That is, for instance, a child who requires a wheelchair for mobility purposes only really has special needs in an environment not appropriately equipped with ramps etc. Similarly, a child presenting challenging behaviour in a setting ill-equipped to manage behaviour (eg lacking clear behavioural boundaries or incentives for more positive behaviour) and identified as having special needs may not be so identified in another setting. This is a very important point in that it contrasts with the Warnock (1978) concept of special needs which is still legislatively current. That is, Warnock's concept locates the special needs within the child and construes special provision in terms of meeting individual needs. Conversely, Barton locates the creation of special needs in the environment and suggests that when appropriate provision is made available special needs are not so much met as cease to exist.

iv. the scope of special educational needs There has been little challenge to the suggestion of the Warnock Report (1978) that around 16.6% of children at any given time and 20% of children over their school career have special educational needs. Indeed, a moderated audit of special educational needs across Warwickshire suggests that in October, 1994 26.9% of children had such needs. The moderators - headteachers and inspectors - and lea officers are unconcerned at this figure (unpublished, personal communication). Given the lack of clarity of definition of special educational needs it is difficult to know quite what to make of such

figures. It may be pertinent to observe that the proportion of children currently identified as having special needs corresponds very closely with the proportion allocated to Hargreaves' (1967) famous 'D stream'. Are they effectively the same children; that is, those who are, for whatever reasons, unable to take much from 'normal' schooling?

In the light of the problems associated with identifying children as having special needs and taking into account the scope for mainstream schools to develop their practice it seems legitimate to aim to reduce the scope of special education by including more children exclusively within the mainstream. It is useful to contrast such an aim with that of promoting the integration of children with special needs. The idea of integration implicitly locates the special needs within children whilst a reduction in the scope of special needs locates the creation of special needs within the environment. It is important not to become carried away with dichotomising individual and environmental factors which theoretically (Bandura, 1986) are reciprocal determinants of one other. The danger lies in giving too great a stress to one or the other. Given the history of special education it is reasonable to suggest that the balance demands a reduction in the scope of attention to individual needs and an increase in the scope of attention to environmental factors.

v. resource allocation and information management Resources, whether in the form of money, staffing or equipment, constitute the main incentive operating within special education. Consequently, the ways in which resources are allocated and the management of the information on which allocations are based are powerful factors affecting all aspects of special

education. Legislation and government guidance are major factors influencing how lea's go about information management and resource allocation. That is, lea's are largely constrained in their actions, not least by the Code of Practice on Special Educational Needs (DFE, 1993). The essential point is that the identified special needs of individual children form the basis for resource allocation.

The aim of allocating resources consistently and equitably to not just 2% of the school population but to over 20%, introduced by the Warnock Report (1978) and the 1981 Education Act, has greatly complicated lea duties in this respect. The focus on individual children and the level of complexity in administrative procedures are currently the most important elements in resource allocation. By focusing on the needs of individuals the information and resource management system acts to maintain a status quo where children are 'identified' as having special needs with the consequences discussed in 5.3.11.iii. By the same token the expectations of mainstream schools are left unclear. Thus, there is the danger that all involved will tend to concentrate their efforts on the relatively easy business of identifying special needs, for which incentives are available, rather than on the more difficult practices of framing educational objectives and planning and implementing teaching strategies, for which incentives, at least in resource terms, are not available. Indeed if schools do manage to meet children's needs they are prevented from obtaining additional resources. Ultimately, there is the danger of rewarding the schools that do least to meet their pupils' educational needs.

The recognition of such dangers is an important element in the construction of even more complex information management and resource allocation systems (Audit Commission, 1994). The involvement of large numbers of children with widely differing needs, the aim to target resources equitably and the call for greater accountability have been major factors in the development of current approaches to the management of special education. Perhaps the dominant response to these challenges has been the introduction of the concept of the continuum. The Warnock Report (1978) called for the introduction of the concepts of:

- stages of assessment
- range (or continuum) of special educational needs
- range of special educational provision.

Topping (1983) did much to propagate the concept of a continuum of provision in relation to behaviour management. The Code of Practice on Special Educational Needs (1993) gives a quasi-legal status to both concepts of continuum of need and provision. Some of the problems associated with the concept of the continuum of need were discussed in 5.3.11.iii. The continuum of provision throws up more difficulties. Firstly, it potentially encourages the view that different needs require different provision eg school placement, which is not necessarily the case. Secondly a continuum promotes the view that somewhere out there is the total solution to a child's special needs, and that the right provision will be or should be available for every child. Thus, teachers may feel deskilled (Dessent, 1987) and discouraged from developing their own practice. Thirdly, to include a type of provision on a continuum tends to

give that provision the same status as all the other provision on the continuum. So, units, special day and residential schools, teacher support services and all the rest have equal status regardless of their effect on outcomes for children. Further, there is a danger highlighted by the Audit Commission (1994), that redundant provision is maintained as part of the continuum. Fourthly, resources dedicated to each element within the continuum can only be re-allocated with difficulty. Fifthly, there is the danger that children will be slotted into the provision giving the best available match to their identified needs thus evading the necessity to develop provision to meet children's needs. Sixthly, there is the danger that provision will become full leading to calls for more of the same regardless of its effectiveness.

In summary, the promotion of the concept of a continuum of provision is an attempt to achieve the aim of consistent and equitable targeting of resources. However, in trying to achieve that aim there arises the danger of working against the achievement of other aims eg integration, optimal use of resources.

vi. what support services do The extent to which a support service is able to influence practice in schools is the central subject of this thesis. In that Chapter 7 discusses the structure and operation of NAESS in detail it would be repetitive to discuss factors affecting that in any depth now. However, it is useful to point up some of the broad aims:

- working towards legitimated aims. All work of the service in terms of activity and outcome is considered in the light of service aims

- working from a sound, explicit theoretical basis. As well as providing the foundation for staff training and the approaches used in everyday work a theoretical basis provides a major element of service ethos and, thus coherent, consistent ways of working
- promoting service credibility. Credibility, measured in terms of the uptake by potential users of the services offered, depends on a number of factors. Firstly, there is the quality of the professional relationship between NAESS staff and users and associates. Secondly, there is evidence of the effectiveness of the services work, which is a major topic of the empirical chapters. Thirdly, there is information about the general satisfaction with NAESS of service users and associates. Running through all aspects of service credibility is a strong theme of respect. That is, how can the service, working in a context where its users are likely to be heavily influenced by strong negative emotion, a sense of failure and strongly driven by a desire for relief, offer alternative strategies which do not leave potential users feeling somehow put down and disrespected? This is a major factor within the work of NAESS and hence a major theme throughout the remainder of the thesis. It can be useful to consider service credibility from both the general and specific perspectives. That is, the service might reasonably aim for good working relationships with most users, accepting that the expectations of some may conflict seriously with legitimated service aims and means of working. Where this occurs more specific approaches are likely to be necessary.

vii. liaison Failure of communication and liaison, especially between different agencies, is commonly identified as a major cause of failure to

meet children's needs (eg Norwich, 1990; Audit Commission, 1994). Whilst few would argue with the idea that good liaison is essential it is important to consider what this might mean. Even if liaison was as good as it can be difficulties would remain. Firstly, different agencies eg within education, health or social services are likely to have differing priorities. Secondly, attempts to maintain inter-agency links can be time-consuming and put off decision making. Thirdly, and perhaps most seriously, agencies may collude in trying to pass on or pass off responsibility for working with a child, family, school or whatever. For these reasons the most effectiveness liaison is likely to be that which focuses on agreement about who is responsible for what rather than on vague notions of collaboration. Thus, liaison depends on both agreed procedures and quality of communication. Both matters are considered in Chapter 7.

viii. management of change Developments in special education, especially over the past fifteen years or so, have led to demands for many changes. Not least because of changes in aims. For example, in relation to integration and the provision of special education in mainstream schools. Much of section 5.2 of this chapter was devoted to discussion of the difficulties of managing change in education generally. Much of the next chapter is concerned with the deployment of special education support services in relation to changing practice in schools for the benefit of children with special needs. The point is that in order to maximise the achievement of special educational aims widespread change must take place. There seems to be two main lessons from the literature on the management of change:

- change is difficult to achieve

- detailed planning alone does not achieve desired results.

Instead, the following approach is indicated:

- establish, as far as possible, shared understanding and agreement about aims
- create organisational structures and means of operation, on the basis of the best available information
- identify and be prepared to respond to environmental factors which may be conveniently construed in terms of issues derived from the best available information

5.3.12 Summary

This section on special education has not sought to arrive at clear definitions or to establish the best or right ways of doing things. Rather it has attempted to identify the issues arising from special education, historically and currently, that are likely to impact on the work of NAESS. By understanding what these issues are and their potential impact on the beliefs and actions of those involved NAESS will be better placed to pick its way through the special education minefield.

NAESS was established by Warwickshire County Council in order to achieve certain aims. Consequently it is convenient to construe special education in terms of those aims and the issues that impact upon them. It is useful before attempting to clarify the likely challenges for NAESS arising from these issues to consider that element of special education within which the service belongs. That is, educational support.

6.1 Introduction

As its name implies educational support is the *raison d'être* of Northern Area Education Support Service. Specifically, support for schools, parents and children in respect of managing behaviour. Developments in educational support owe far less to government guidance and legislation than do developments in education and special educational generally. Whilst the Warnock Report (1978), Elton Report (1989), Audit Commission reports (1992a, 1992b, 1994), Code of Practice on Special Educational Needs (DFE, 1993) and the 'Pupils with Problems' circulars (DFE, 1994) all make reference to the work of support services all such references stay well clear of making specific recommendations about the scope and operation of educational support.

In the current context the main area of interest is educational support in respect of behaviour management and the discussion will focus on that. Lane (1994) traces the appearance of the 'behaviour support teacher' back only to the mid-1980s; that is, not long before the establishment of NAESS. Schools may have been familiar with inspectors, advisers and educational psychologists providing 'support' before then, but generally this bore little relation to what is offered by NAESS and similar services.

Published accounts relating to behaviour support work in schools by external specialists fall into four main groups. First and rarest are the

experiences of the recipients. The experiences of parents and children are sometimes reported as an element of wider studies (eg Tattum, 1982). There is at least one example of teachers reporting on their experience (Prior and Wilson, 1994). Miller (1994a, 1994b) has researched the experiences of teachers receiving support in the form of broadly behavioural interventions.

Second are reports by the providers of behaviour support services which set out to give accounts of how they go about their work. Examples include Coulby and Harper (1985), Lane (1990) and Gray et al (1994).

Third are commentaries on approaches to behaviour support work by workers whose involvement is more indirect. Examples include Topping (1983) and Galloway and Goodwin (1987).

Fourth are publications on which behaviour support services have drawn in establishing and developing their work. In respect of approaches to behaviour management in schools the work of Herbert (eg 1985) has been particularly significant. In respect of approaches to service delivery the work of Caplan (1970) and its adaption to the educational context (eg Meyers et al, 1979) has been useful.

The ensuing discussion of educational support focuses on that which has been found to be effective. That is, the elements that inform the structure and operation of NAESS. Past approaches to the evaluation of educational support are considered prior to investigation of the approaches to behaviour management which appear to be most successful and of how to go

about delivering support which is external to the social systems it is designed to help.

6.2 Investigating outcomes in educational support

Following the 1981 Education Act and the abolition of the 'categories of [educational] handicap' it became clear that successful outcomes for children identified as having special educational needs depend on more than simply facilitating an appropriate educational placement. It is interesting that rather than focusing on whether or not needs are met a proxy measure - user satisfaction - has become the most popular way of measuring outcome. Certainly it is easier to gauge the degree to which users are satisfied with a service than to assess whether or not children's needs have been met. Before considering why this should be so it is convenient to discuss the 'user satisfaction' approach.

6.2.1. Investigation of user satisfaction

Educational psychology services (EPS's) introduced the use of service user surveys in the context of educational support. The Journal of the Association of Educational Psychologists has published a number of such accounts, the earliest by Freeman and Topping (1976) and no doubt many others have gone unpublished. Indeed Warwickshire LEA imposed a user satisfaction survey, carried out by the Principal Educational Psychologist, on NAESS during 1991.

Typically a questionnaire is used. A service's work is broken down into a

range of elements eg assessment, consultation, intervention, in-service training etc. and respondents are asked to grade each element in respect of its usefulness to them and its quality. Of course, in order to maintain the credibility necessary to permit collaborative work with schools any external support service needs its users to believe in its usefulness and quality up to a point. However, responses to a questionnaire are likely to result from factors well beyond teachers' views about the usefulness and quality of a service. For instance, respondents may be motivated by a desire to be positive about a colleague (eg a support teacher) more on the basis of personal than professional factors. Or respondents may wish to express their perceived need for more resources rather than give a true picture of their views about what is currently available.

Even if it were possible to devise a questionnaire that enables respondents to maintain a focus on service quality serious difficulties remain. The potential value of any information about user satisfaction can be assessed in terms of two interacting factors:

- the degree of shared understanding about the service provided,
- the degree of pre-existing conflict within the situation,

which can be represented by a grid:

		Degree of pre-existing conflict	
		Lo	Hi
Degree of shared understanding	Hi	a	c
	Lo	b	d

a. with a high level of shared understanding about the task and little inherent conflict satisfaction data is most useful. Unfortunately this situation describes few services eg window cleaning.

b. low shared understanding and low conflict is a more common situation encompassing, for example, car servicing, retail operations, financial services and normal schooling. In such circumstances satisfaction data can be very useful. However, when users are relatively ignorant about the service they are receiving it is not possible to be sure that they are not just satisfied with poor service; unless some measure of outcome is also made.

c. this situation, of high levels of shared understanding and of conflict, is unlikely to arise often as people in such circumstances would probably avoid one another. Where such people are thrust together neither satisfaction nor outcome data is likely to be useful. Some form of negotiation would be required.

d. this situation most represents what is likely to be happening in

relation to NAESS. By its very nature the service's work involves conflict between at least two parties, focused on the child's behaviour. The complexities of behaviour in its social context, the relative experience of those involved, and the extent of their knowledge or training is apt to give rise to low levels of shared understanding. Satisfaction data is likely to tell us little about effectiveness in such circumstances as it is likely that those involved have, at least initially, conflicting aims. Also, negotiation is made difficult in such circumstances by the low level of shared understanding. This implies that one person's satisfaction will be reflected in another's dissatisfaction. Further dangers are implied by attempts to gain a modest degree of satisfaction for all involved. Particularly, this could lead to the compromising of legitimated goals eg to maintain children's places in their local mainstream schools.

To conclude, on its own information about user satisfaction in relation to a behaviour support service is not only of little practical use but has the potential to be misleading. This is particularly so in the absence of other outcome information. Even where users are broadly satisfied it is necessary to look in more depth at what they are satisfied with.

6.2.2 An example of the evaluation of the work of a behaviour support service

Coulby and Harper (1985) evaluate the effectiveness of a behaviour support service in terms of:

- changes in children's scores on the Bristol Social Adjustment Guide (BSAG) (Stott, 1974) following intervention
- changes in teachers' responses to a checklist encompassing a wide range of children's problem behaviours following intervention
- the management by the support service of teachers' responses to its work.

There are serious difficulties with these types of approach, arising in respect of the first two from the reliance on teachers' perceptions and in respect of the third from the means employed to construe teachers' responses to the service.

It is impossible to tell from scores on the BSAG or a checklist the extent to which apparent improvements are the result of a positive change in children's behaviour, or a positive change in teachers' perceptions of children's behaviour, or even a negative change in children's behaviour outweighed by a positive change in teachers' perception of it.

This confusion is exacerbated by the way in which Coulby and Harper (1985) construe the relationship between support service and users. Their concern for the interactions between their approaches, and classroom practice and school organisation does present, in its explicit form, a new departure in the investigation of the work of support services. However, they construe these interactions in terms of teachers and schools putting up obstacles to the work of the support service. Such a construction is likely to limit substantially the factors considered in relation to the school:support service interaction (cf 3.4 on systemic approaches).

6.2.3 Investigation of the elements of user satisfaction

Miller (1994a) uses a grounded theory approach to identify what teachers report as the important elements of educational psychologists' knowledge base, skills, personal qualities and 'aspects of role' in the context of their provision of behavioural support. The findings are useful in terms of identifying teachers' views but must be treated with caution in two main respects. Firstly, just because teachers believe something is essential as opposed to just useful does not attest to its rôle in effecting change. For instance, Miller's informants identify knowledge of 'constraints on teacher' as 'essential' but 'special research based knowledge' as merely useful. Also whilst 'listening skills' are identified as 'essential' 'questioning skills are held to be only 'useful'. Such findings do not accord with well-established and empirically tested empirical positions reported by, for example, Topping (1983) and Caplan (1970) respectively. Further, Crombie et al (1989) report, albeit in a different context, of successful group work teaching in primary schools, that teachers do not necessarily know what are the important elements of their own practice; let alone that of others. Secondly, whilst Miller was researching the work of individual educational psychologists the current research is concerned with a large group of support teachers, working together. That is, the training and experience of educational psychologists and support teachers is different even when, as is the case in the current context, they are using broadly similar ie behaviourally based (eg Herbert, 1985) approaches. Further, it is possible, not to say likely, that the dynamics of a behaviour support service eg NAESS will have a different impact on service users than will individual educational psychologists operating from within

a service with a far wider brief. Also, the general context for Miller's research is quite different to that into the effectiveness of NAESS.

Whilst Miller starts at the point of perceived success this is not the case with the current research, where, by some means, success must be demonstrated.

6.2.4 Approaches to evaluation employed in the current research

The current research seeks to evaluate the work of one support service as directly and exhaustively as possible. Measures of user satisfaction are important, as discussed, up to a point. Coulby and Harper's (1985) work is fraught with difficulties in the measurement of behaviour change arising from their use of teacher perception as the main criterion. More direct measurement is required. Miller's (1994a) work shows the way in respect of the need to identify factors critical to the success of behaviourally based approaches to behaviour management, albeit in a rather different context to the current research.

The essential process in the current research relates to determining the extent to which legitimated aims are achieved, and to the elements of the operation of NAESS associated with such achievement. The great challenge in this approach is with respect to the specification of aims, and, the balancing and prioritising of conflicting aims.

Superordinate aims (eg to meet the needs of children referred, or to contribute to the development in schools of effective approaches to behaviour management) are difficult to research because they are vague.

That is, whilst being useful in giving direction to the work of NAESS it is impossible to know whether or not they have been achieved. Indeed, in that new and better ways of 'meeting needs' or 'managing behaviour' are likely to emerge continually it is doubtful that such aims could ever be achieved. Conversely, very specific aims (eg behavioural objectives (Mager, 1984)), or time allocation to a particular piece of work) carry other difficulties. It is possible to overemphasise the importance of achieving a given aim, or it may conflict with other aims in ways that are not necessarily apparent.

Deciding which aims are worth pursuing or researching is not an exact science. However, a good enough approach is based on Hinkle's (1965) work on ordinacy (see Chapter 3.3). That is, the achievement of relatively superordinate aims such as integrated education, financial savings, user satisfaction, and demonstrable behaviour change provides an indication that the work of the service is, generally speaking, going well. Maximising of the use of available resources, particularly by NAESS but also by schools, demands a rather different level of specificity, or ordinacy. It is in this respect that the Literature Review is important; by indicating just which subordinate aims are likely to be worth pursuing. One of the greatest challenges within the research process is to distil the huge amount of information within the Literature Review into manageable service aims, accessible to empirical research.

6.3 Approaches to behavioural support

There are benefits for a support service and its users of having a coherent theoretical model underpinning their work. Such a model promotes

consistency and equity. It gives service staff clear guidelines on how to go about their work. Further, through in-service training and experience of working with the support service, teachers and other service users can develop a shared understanding that results in better collaborative working. Also a clear model provides a framework for assessing what is happening, especially when work is not going well. Psychological theory has provided the major basis for behaviour support work in schools, certainly for the past thirty years. Lane (1990) considers the theories used under three headings, analytical, developmental and behavioural, which are borrowed for the current discussion.

6.3.1 Analytical theories

Psychoanalytical theories (eg Klein, 1932; Freud, 1966) were a major influence on the Child Guidance Centres which were convincingly attacked in respect of their utility by Tizard (1973). The analytical theories are also a major influence on psychotherapy for children. However, this approach has also been convincingly attacked in respect of its utility (eg Topping, 1983; Lane, 1990), at least in respect of school based work. Further, it is important to recognise a major difference between approaches in psychotherapy and special education. That is, in psychotherapy the focus is very much on change within the individual, whilst in special education the emphasis is, at least potentially, more on changes in environmental factors, in response to the individual as s/he is now.

6.3.2 Developmental theories

Whilst developmental theories have been influential in respect of special

needs arising from children's acquisition of academic and other skills some theorists (eg Herbert, 1991) have also applied this type of analysis to problem behaviour. Unfortunately such analyses are frequently characterised by negative attribution and labelling of children eg 'Oh, he's immature'. Indeed Burman (1994) attacks developmental theories in psychology generally, for pathologising children who fail to match up to theoretical expectations.

6.3.3 Behavioural theories

The criticisms of approaches to behavioural support based on analytical and developmental psychology contrast with consistent findings that approaches based on behavioural psychology can be effective (Topping, 1983), particularly when they encompass environmental eg schools factors (Lane, 1990). The use of behavioural approaches within education in the UK goes back to the early 1970s (eg Presland, 1974) and were based on a classic American study by Madsen, Becker and Thomas (1968). Given the nature of behavioural approaches it is relatively easy to demonstrate success. That is, objectives can be shown to have been achieved, regardless of whether all involved share a similar perception of 'success'. Further, McNamara (1988) has made the general criticism that published accounts of successful behaviourally based interventions have tended to be carried out under favourable conditions, not representative of the 'real world' of schools. By the mid-1980s behavioural approaches were being used as the basis of training packages for teachers eg Preventative Approaches to Disruption (PAD) (Chisholm et al, 1986). Around the same time other practitioners were using more individualised packages from the basis of behaviour support

services (eg Coulby and Harper, 1985). It is difficult to apply MacNamara's criticisms to such circumstances (Gray and Noakes, 1993).

It is easy to criticise behavioural approaches on the grounds of narrowness of focus. However, the use of behavioural methods in education has coincided with tremendous theoretical development from the foundations laid down by Skinner (1974). Bandura's Social Learning (1977) and Social Cognitive (1986) Theories are prominent examples which have informed the work of behaviour support services. Increasing sophistication of theories to incorporate cognitive and emotional mediation of environment and behaviour allows practitioners to consider an exhaustive range of factors whilst adhering to a behavioural perspective.

Despite the promise of a coherent theoretical model based on behavioural theory it is necessary, if such an approach is to be successful, to consider also how it can be effectively delivered.

6.4 Approaches to service delivery

Approaches to service delivery are much affected by theoretical factors - both psychological and sociological - and by policy and practice in relation to education and special education generally and behavioural support specifically. The key to effective service delivery lies in the beliefs and expectations of service users and associates vis à vis what the service intends to offer. Clearly, beliefs and expectations will differ from group to group, school to school, family to family, and individual to individual. However, by identifying the key issues around which beliefs

and expectations vary there arises a greater chance of working to maximal effectiveness.

In order better to manage the key issues affecting service delivery it is useful to employ a theoretical framework. Much of Chapter 5.2 focuses on the challenges of promoting educational change, and specifically on the need to consider the role of the individuals within organisations and the paradoxes and conflicts they face in relation to change. It is now time to move on that discussion. Firstly, by considering empirical work and related theories with respect to the implementation of new approaches in schools. Secondly, by attempting to develop a theoretical framework for service delivery.

6.4.1 Research findings that relate to the implementation of new approaches in schools

Miller (1994b) reviews the literature on school culture as it relates to the implementation of 'behavioural approaches' in primary schools. His review forms the basis to the current discussion of the barriers to the work of support services that may arise within schools. It is noteworthy that the general tone of such research is negative. That is, workers have tended to investigate why it is that implementation of new approaches does not proceed. Researchers have focused on two main elements of teachers' experience of schools. Firstly, personal ie teacher factors and secondly, factors arising out of communication, mainly between teachers.

Lortie (1975) (cited in Miller, 1994b) found that many teachers experience

conflict in relation to a desire for professional support and assistance on the one hand and for professional independence and clear boundaries to their personal responsibilities on the other. Croll and Moses (1985) found that, in relation to problem behaviour, teachers are far more inclined to attribute causation to IQ or other within child factors and to home and community factors than to aspects of schools. McCallum et al (1994) discovered that, at least in relation to the National Curriculum and testing, teachers find it difficult to conceive of children's needs in terms of elements, preferring to consider the 'whole child'. In relation to behaviour support Gray et al (1994) suggest that teachers find it hard to maintain a dispassionate perspective in the face of challenging behaviour and that this leads to a tendency to be defensive about rather than open to the involvement of support teachers. Miller (1989) found that even where teachers, with the support of an educational psychologist, are able to make effective use of alternative approaches, which involve focusing on elements of the child's behaviour and imply the involvement of school factors in determining children's behaviour, they do not continue to use those approaches when the psychologist is no longer there to provide support. Wagner's (1987) (cited in Miller, 1994b) research suggests a reason for this lack of maintenance and generalisation of new approaches. She found that, especially when issues are emotionally charged, teachers are inclined to think in ways that pose questions without attempting to resolve them, to jump from concern to concern and not to pursue goals and strategies made explicitly available. Putting these findings together there emerges a view of teachers as tending to view children's difficulties as arising from whole child factors and of feeling threatened by suggestions that they, the teachers, might be more effective if they

managed things differently.

Further research suggests that such views held by individual teachers are reinforced by the social milieu of schools. Much has been made (eg Little, 1990) (cited in Miller, 1994b) of the professional isolation of teachers. Where teachers have or take little opportunity to discuss their professional practice in meaningful ways change to that practice is unlikely to occur. Where discussion does take place, eg in staffrooms, researchers have found its quality to be poor. Nias (1985) notes that 'false consensus' is a feature of schools, which helps to disguise and avoid facing up to difficult issues eg behaviour management. Sharp and Green (1975) (cited in Miller, 1994b), concerned with shared understanding of issues between teachers, note the absence of a 'common technical language' through which meaningful discussion can be held. Hammersley (1984b) found that teachers discussing children's difficult behaviour tend to confirm and even exaggerate their existing perspective on whole child, within child factors by describing children in terms of fixed personality characteristics expected to be manifest regardless of context.

As a whole these research findings suggest that an external (to schools) support service offering behaviourally based approaches to the management of difficult behaviour faces very serious challenges in respect of persuading teachers to adopt the methods it proposes. However, on the positive side it is useful to know just what those challenges are likely to be. It would appear that it is school culture generally that creates the greatest barrier to the work of support services. NAESS approaches to service delivery need to be clear about aims and strategies in the light of

what is known about the culture of schools; to the extent of attempting to change that culture where it interfaces with the work of NAESS.

6.4.2 Framework for service delivery

The framework for service delivery adopted by NAESS does not in itself directly impact on the challenges just discussed. However, it does provide a structure that is helpful in addressing them.

Gerald Caplan (1970) developed Consultation Theory to assist psychiatrists to disseminate the use of approaches based on psychology to non-psychologists eg care workers. Thus there are parallels between his work and that of NAESS. However, it is important to recognise that NAESS support teachers are not psychologists in the professional sense. Though the techniques that they learn and use are derived from psychology and they do deliver a service to teachers in schools based on psychology. Elements of Consultation Theory have already been discussed (5.2.3) in relation to Caplan's (1970) ideas, based on psychoanalytic theory, about 'resistances' to proposed interventions. In terms of a framework for service delivery within an educational context Consultation Theory has been developed by Meyers et al (1979).

Consultation Theory has been introduced to the educational context mainly as a means of attempting to address the difficulties inherent in a support system based entirely on individual case referral. Such difficulties include:

- the danger of the creation of a 'waiting list' and the consequent pressure to take on cases before current work is completed;
- referral is regarded by the referrer as a critical point, possibly reducing efforts to resolve problems within the school's resources and undermining subsequent problem solving;
- service can be inequitably distributed to those schools referring most;
- referral is a reactive, and consequently haphazard, action and thus prone to have ill-considered motives built into it;
- referrers often see referral as the simple transfer of responsibility thus damaging the prospects for working relationships;
- similar problems are often referred over and over again, requiring the continual re-invention of the strategies used - it is therefore very expensive of time;
- also expensive of time is the over-identification of special needs to which referral can lead;
- the greatest disadvantages are those associated with the 'medical model' implied by referral. Children are referred in the hope not of improved management but of some spurious cure. This leads to inappropriate expectations. Additionally, internal causation and the individualisation of problems is implied. This is likely to make service delivery based on behavioural approaches very difficult.

In the educational context the aims of an approach based on Consultation Theory are:

- to reduce the labelling of children inherent in the referral system;

- to work within the school as an institution;
- to devote maximum resources to a preventative approach;
- to enable the performance of a wider range of functions;
- to ensure that INSET becomes part of the procedures and thus interactive over an extended time scale;
- to focus more upon change in the system;
- to improve administration and management;
- to reduce stress levels for all concerned;
- to be more equitable;
- to enable the targeting of developments on those parts of the institution most likely to change;
- to facilitate the identification of priorities
- to develop service delivery at different levels;
- to expand opportunities for those experiencing difficulties;
- to provide a more rapid response to priority problems;
- to diminish the expectation of special educational provision

In order to achieve these aims Consultation Theory is adapted to a problem solving format (Dewey, 1934) that is entirely compatible with the problem solving approaches associated with behavioural psychology (eg Herbert, 1985; Lane 1990), but also allows for the introduction of other behaviour change strategies.

Briefly, this problem solving format encompasses:

- Entry to the system
 - negotiating a contract for consultation with schools
 - introducing and agreeing a consultative approach with teachers

- Problem definition
 - it is perhaps with respect to problem definition that Caplan's contribution has been greatest. He construes problems as arising at three levels in relation to; the school as an organisation, individual teachers, and individual children. Directing consultation, or indeed any work, by a support service at the right level is seen as critical.
- Assessment of the factors influencing the problem
- Formulation of an intervention
- Evaluation of the impact of the intervention
- Concluding the particular piece of work.

Whilst Consultation Theory is an important element in NAESS's framework for service delivery it is not intended to suggest that the service has simply adopted Caplan's (1970) or even Meyers et al's (1979) approach.

The essential components of Consultation Theory for NAESS are its problem solving orientation and its characterisation of work directed at different parts of schools from an organisational or systemic perspective.

6.5 Summary

A vast array of factors arising from the immediate, that is educational, context of NAESS has been introduced and discussed. It is argued that the dominant feature of NAESS is the service's embodiment of lea aims to exact major changes in the management of children's difficult behaviour.

Consequently, factors in the history of attempts to change school practices

provide the foundation for discussion of more specific changes pursued in special education. Policies and practices, and the conflicts within and between them, in special education constitute powerful factors influencing the work of NAESS. A dominant feature of policies and practice in special education is the relative lack of shared understanding about them between those involved.

There are two responses to such lack of shared understanding available to a service such as NAESS. Both are judged necessary. One is to operate the service on the basis of a clear, coherent policy which is demonstrably linked to day to day practice. The other is to be aware of and able to respond to factors which may arise to help or hinder the implementation of policy and practice. The difference between these two responses represents a balance between concern for direct and indirect influences. That is, taking the example of managing the behaviour in school of an individual child, some factors eg child's past behaviour, school strategies focused on that, are direct and explicit. Others are far less direct and seldom explicit eg teachers' views on the aetiology of problem behaviour, school's behaviour management policy, lea funding practices.

It is suggested that in order to provide adequate coverage of the research material and in order to make judgements about the effectiveness and development needs of NAESS it is necessary to consider the whole range of factors involved.

Managing behaviour in mainstream schools:
changing the culture.

Volume 2 (of 2)

by Richard William Crombie

This thesis is presented for the
degree of Doctor of Philosophy

Department of Education
University of Warwick
Coventry

July, 1995



List of contents (Volume 2)

Part B The establishment of the Northern Area Education
Support Service

Chapter 7 Establishing the Northern Area Education page 178
 Support Service

7.1	Introduction	178
7.2	A discussion of the possible effects of its immediate context on NAESS at the point of the establishment of the service	178
7.2.1	Lea aims	179
7.2.2	Shared understanding	179
7.2.3	What mainstream schools do	180
7.2.4	How children's needs are identified	180
7.2.5	Scope of special educational needs	182
7.2.6	Information management and resource allocation	182
7.2.7.	What support services do	183
7.2.8	Liaison	184
7.2.9	Management of change	184
7.3	Underlying philosophy and aims of the service	185

7.4	Staffing and structure	186
7.4.1	NAESS Staffing	187
7.4.2	The Visiting Committee	188
7.4.3	Service structure	190
7.5	Staff training	191
7.6	Services provided	193
7.6.1	Off-site unit	194
7.6.2	Mainstream support	196
	i. problem solving	
	ii. behavioural theory	
	iii. Behavioural Trait State Analysis (BTSA)	
	iv. systemic analysis	
7.6.3	Social skills training	201
7.6.4	Inservice training for teachers	202
	i. types of course	
	ii. designing courses	
7.6.5	Projects	
7.7	Managing and allocating service time	205
7.7.1	Introduction	205
7.7.2	Off-site unit	207
7.7.3	Mainstream support	209
	i. case acceptance	
	ii. case closure	213

7.7.4	Social Skills Training, INSET and project work	214
7.7.5	Time allocation	215
7.8	Service development plan	218

Part C The empirical work

Chapter 8 Initial identification of users' and page 221
associates' hopes and expectations of
Northern Area Education Support Service

8.1	Purposes of the first stage of the empirical research	221
8.1.1	Consultation with users and associates prior to the establishment of NAESS.	221
8.1.2	Identification of the views of users and associates of NAESS	222
8.2	Methodology	222
8.2.1	Introductory matters	222
8.2.2	Sample size	223
8.2.3	Bias	224
	i. interviewer bias	
	ii. interviewee bias	

8.2.4	Interviewing skills	227
	i. personal appearance	
	ii. interview environment	
	iii. listening	
	iv. remembering	
	v. sensitivity to non-verbal cues	
	vi. empathy	
	vii. adaptability	
	viii. questions and layout	
	ix. handling bias	
	x. ending the interview	
8.2.5	Administration and organisation	230
	i. time allocation	
	ii. contacting potential interviews	
	iii. ending the interview	
8.2.6	Recording interview data	231
	i. video and audio recording	
	ii. pencil and paper	
	iii. elements of analysis	
	iv. recording bias	
8.3	The interviews	233
8.3.1	The informants	233
	i. children and parents	
	ii. mainstream school staff	
	iii. educational psychologists	

	iv. NAESS staff	
	v. lea administrative staff	
	vi. lea advisers	
	vii. educational social workers	
8.3.2	The interview format	235
8.4	Interview data	235
8.4.1	Data analysis	236
8.4.2	Users' and associates' views	236
	i. children	
	ii. parents	
	iii. headteachers	
	iv. mainstream teachers	
	v. lea officers	
	vi. county adviser for special educational needs	
	vii. educational social worker	
	viii. educational psychologists	
	ix. NAESS staff	
	x. groups' views about others' objectives	
8.5	Interpreting the data	248

Chapter 9 Achieving broad aims page 250

9.1	Introduction	250
9.2	Methodology	250
9.3	Data on broad aims	251
9.3.1	Educational placements	251
9.3.2	Financial costings	253
9.4	Data on related factors	254
9.4.1	Exclusions from school	254
9.4.2	Referrals to other agencies	256
9.5	Discussion	258

Chapter 10 Some further effects of Northern Area page 260
 Education Support Service

10.1	Introduction	260
10.2	Methodology	261
10.2.1	NAESS files	261
10.2.2	Sampling	261

10.2.3	Summarising the data	262
	i. documented progress	
	ii. normalisation	
	iii. user satisfaction	
10.2.4	Supplementary detail	263
10.3	The data	264
10.3.1	Broad outcomes	264
	i. documented progress	
	ii. normalisation	
	iii. user satisfaction	
10.3.2	The influence of case related factors on outcomes	267
	i. gender	
	ii. phase	
	iii. duration of case	
	iv. attendance problems	
	v. court appearance	
	vi. exclusion	
10.4	Summary	270

Chapter 11 **Changing school practice - referral patterns** **page 272**

11.1	Introduction	272
11.2	Methodology	272

11.3	Data on schools' patterns of referral	274
11.3.1	The influence of school and other factors on the referral of children presenting emotional and behavioural difficulties	274
11.3.2	Changes in referral patterns following the establishment of NAESS	277
11.3.3	Continuing anomalies in referral patterns	280
11.3.4	Overall patterns of referral and case acceptance	282
11.4	Summary and discussion	286

Chapter 12 The interaction between NAESS and its users page 288

12.1	Introduction	288
12.2	Methodology and procedures	289
12.2.1	Respondents	289
12.2.2	Questionnaire design	289
	i. general considerations	
	ii. the questionnaires	
	iii. the questions	
12.2.3	Distribution and collection of the questionnaires	295
12.3	Results	295

12.3.1	Response rates and assistance given to respondents by support teachers	295
	i. response rates	
	ii. assistance given to respondents by support teachers	
12.3.2	Data analysis	297
12.3.3	Respondents' comments	302
	i. parents	
	ii. teachers	
12.4	Discussion	305
12.4.1	Shared understanding	305
12.4.2	What mainstream schools do	306
12.4.3	Identification of children's needs	306
12.4.4	Information management and resource allocation	307
12.4.5	What support services do	307
12.4.6	Liaison	307
12.4.7	Exceptions	308
12.5	Summary	308
 <u>Chapter 13 Schools' experience of Northern Area</u> <u> Education Support Service</u>		page 311
13.1	Introduction	311
13.1.1	Background and purpose	311

13.1.2	Methodology	311
13.2	The interviews	312
13.2.1	Context	312
13.2.2	Selection of informants	312
13.2.3	Questions, probes and prompts	314
13.2.4	Interview arrangements	314
13.3	Data analysis	315
13.4	Interview data	316
13.4.1	Group 1: schools identified by NAESS staff as 'good to work with'	316
	i. headteachers	
	ii. special needs co-ordinators	
	iii. teachers	
13.4.2	Group 2: schools identified by NAESS staff as difficult to work with	320
13.4.3	Group 3: Schools that have never referred individual children to NAESS	322
13.4.4	Group 4: Schools that have wholly rejected NAESS	325
13.5	Interpreting the data	330
13.5.1	Shared understanding	330
13.5.2	What mainstream schools do	332
13.5.3	How special needs are identified and the scope of special educational needs	333

13.5.4	Information management and resource allocation	334
13.5.5	What support services do	335
13.5.6	Liaison	336
13.5.7	Management of change	337

Chapter 14 Northern Area Education Support Service's page 338
experience of schools

14.1	Introduction	338
14.2	Respondents	338
14.2.1	Questionnaires	339
14.2.2	Interviews	339
14.3	Questionnaires	339
14.4	Interviews	341
14.5	Data analysis	342
14.5.1	Questionnaires	342
14.5.2	Interviews	342
14.6	Questionnaire data	342
	i. support teachers' views about the expectations of users of NAESS	

	ii. support teachers' views about the outcomes of their work as perceived by schools	
	iii. support teachers' views about the achievements of NAESS	
	iv. support teachers' views about the challenges facing NAESS	
14.7	Interview data	347
14.8	Discussion and summary	351
14.8.1	Introduction	351
14.8.2	Methodology	351
14.8.3	NAESS staff's management of the issues	353
	i. shared understanding	
	ii. what schools do	
	iii. how children's needs are identified/scope of special educational needs.	
	iv. what support services do	
	v. liaison	
	vi. management of change	
Chapter 15	<u>Discussion</u>	
15.1	Introduction	358
15.2	Methodology	361

15.2.1	Characteristics of the data	361
	i. outcome data	
	ii. process data	
15.2.2	Methodological aims	363
15.2.3	Assessing the overall quality	366
	of the research	
	i. keeping close to the data	
	ii. theory integrated at diverse	
	levels of abstraction	
	iii. reflexivity	
	iv. theoretical sampling and negative	
	case analysis	
	v. sensitivity to negotiated realistics	
	vi. transferability	
15.2.4	Researcher rôles	369
15.2.5	Efficacy of specific methods and	371
	instruments	
	i. documents	
	ii. statistics	
	iii. interviews	
	iv. questionnaires	
15.2.6	The rôle of theory throughout the thesis	376
15.3	Interpreting the findings: an explanatory model	377
	of supporting behaviour in mainstream schools	
15.3.1	Shared understanding and the management of change	378

15.3.2	Northern Area Education Support Service	381
	i. aims	
	ii. standard operational procedures	
	iii. issues	
	iv. quality assurance	
15.3.3	Legislation and the policies of the Local Education Authority	389
15.3.4	Schools	391
	i. what schools do	
	ii. process indicators	
15.3.5	Liaison	401
15.4	Implications of the research	402
15.4.1	Adequacy of the explanatory model	402
15.4.2	Implications for the national context	407
	i. education in schools generally	
	ii. special education	
	iii. educational support	
	 Postscript	 416

Figures and Tables

nb f indicates figure or table is page
following that given

	page
2.1 Data handling	f43
2.2 A tabular summary of data treatments	f48
7.1 NAESS staffing	187
7.2 Individual case referral procedure: school to NAESS	f210
7.3 Contact with the Educational Psychology Service at the point of referral to NAESS	f213
7.4 Service development plan	f219
8.1 Table of informants and interview schedule	f233
8.2 Challenges to NAESS aims arising from the expressed views of service users and associates.	f246
8.3 Challenges to service delivery arising from a range of issues in relation to the expressed views of NAESS users and associates	f246
8.4 Summary of findings	f249

9.1	Changes in the numbers of children placed by the lea in segregated, special provision as a result of emotional and behavioural difficulties	252
9.2	Exclusions of pupils from secondary schools in the Northern Area of Warwickshire.	254
9.3	Changes in referrals to agencies whose contexts overlap that of NAESS	256
10.1	The degree of documented progress achieved	264
10.2	The extent to which children supported by NAESS became subject to segregated provision	265
10.3	The extent of user satisfaction	265
10.4	The relationships between degree of documented progress and a range of contributory factors in the context of each case	f267
10.5	The relationships between degree of educational segregation and a range of contributory factors in the context of each case	f267
10.6	The relationships between degree of user satisfaction and a range of contributory factors in the context of each case	f267
11.1	The numbers and rate per 100 of children transferring from mainstream secondary to special school (ebd) during a two year period (Jan., 1986 to Dec., 1987) prior to the establishment of NAESS	276

11.2	The numbers of new cases with which NAESS worked from thirteen secondary schools over a five year period (Sept., 1988 to July, 1993)	279
11.3	The numbers of children referred to NAESS by ten matched middle schools during a three year period (Sept., 1990 to July, 1993)	281
12.1	Issues and factors investigated by questionnaires	293
12.2	Questionnaires completed and returned by the four groups of respondents	296
12.3	Summary of questionnaire data	297
12.4	Overall positive/negative character of all responses by each group	298
12.5	Factors giving rise to negative responses	299
12.6	Factors giving rise to a high degree of spread in responses within the groups	300
13.1	Table of interview informants	f313
13.2	Summary of findings: challenges to NAESS's management of the issues influencing service effectiveness	f330
15.1	An initial explanatory model of the work of NAESS	f378
15.2	The relationship between schools and NAESS	f392
15.3	Important factors in what schools do	f393

15.4	An alternative explanatory model of the work of NAESS	f407
------	--	------

Graphs

11.1	The year group (Y) from which children transferred to special school (ebd) during a two year period (Jan., 1986 to Dec., 1987) prior to the establishment of NAESS	274
11.2	The number of children referred and accepted by the NAESS Panel during a five year period (Sept., 1988 to July, 1993)	277
11.3	Total numbers of children referred to NAESS over a five year period (Sept., 1988 to July, 1993)	283
11.4	Total numbers of cases accepted by the NAESS Panel over a five year period (Sept., 1988 to July, 1993)	283
11.5	Total numbers of children referred to NAESS by secondary schools over a five year period (Sept., 1988 to July, 1993)	284
11.6	Total numbers of children referred to NAESS by primary schools over a three year period (Sept., 1990 to July, 1993)	284
11.7	Total numbers of secondary cases accepted by the NAESS Panel over a five year period (Sept., 1988 to July, 1993)	285

11.8	Total numbers of primary cases accepted by the NAESS Panel over a three year period (Sept., 1990 to July, 1993)	285
------	---	-----

Appendices

- Appendix I Descriptive material relating to:
1. Provision in the Northern Area of Warwickshire prior to the establishment of the Northern Area Education Support Service
 2. The process leading to the decision to establish the Northern Area Education Support Service
- Appendix II 1. Basic assumptions underpinning the work of the service
2. The broad aims of the service
 3. Behavioural Trait State Analysis (Lane, 1990)
- Appendix III Material relating to training
1. Personal Professional Development - a checklist for support teachers (after Watts et al, 1988)
 2. Information for schools about courses
- Appendix IV Original NAESS referral form
- Appendix V A sample individual case file
- i. referral information
 - ii. samples of assessment materials
 - iii. contracts and programme for staged reintegration to a new school, following permanent exclusion
 - iv. samples of materials
 - v. summary letters
 - vi. case notes
- nb not all material on file is presented. Omissions include particularly administrative letters.

Appendix VI Questionnaires and summary
 of responses (re Chapter 12).

Appendix VII Questionnaires and summary
 of responses (re Chapter 14).

Acknowledgements

I wish to thank the staff of the Northern Area Education Support Service (NAESS) and the service's users and associates who have contributed to the research; especially the children, parents and teachers involved. I have particularly valued the opportunities to discuss the work of NAESS with its headteacher, Jim Noakes.

I also wish to thank my employers for the support they have given me, and especially Dawn Burge not only for typing the thesis but also for keeping me organised.

Declaration

The thesis is based on research carried out by the author under the supervision of Jonathan Solity.

An article written by the author and Jim Noakes about the Northern Area Education Support Service was published in Educational and Child Psychology, 9,4 (1992). The article makes reference to some data obtained by the author in relation to the thesis.

Summary

The thesis investigates support for schools' management of children's behaviour. The focus for the research is the work of the Northern Area Education Support Service (NAESS, the service) with around a hundred schools. The research is conducted along two lines of enquiry reflecting the outcomes of and the processes underlying the work of NAESS.

It is established that NAESS approaches, based on behavioural psychology, achieve the primary aim of maintaining children's education in mainstream schools, and to an unprecedented degree. In relation to the service making equitable allocation of resources the findings are more equivocal.

In the study of the interaction between NAESS and service users the aforementioned aims and, additionally, aims relating to the involvement of service users with work undertaken and to the optimisation of the use of service resources, continue to drive the research.

Service delivery by NAESS is construed in terms of the full range of factors influencing outcomes, and considered under the headings of eight broad issues. Thus NAESS is enabled to manage the dynamic complexity of the interactions within its work. This management of the issues is seen as crucial to the achievement of service aims.

However, by exercising strong management over the issues NAESS appears to exclude users from full involvement with the development of the strategies they implement. Such exclusion has implications for the extent to which NAESS can enable schools to develop their approaches to behaviour management.

That is, NAESS is able to contribute, even indirectly, to a process of cultural change, including the development of new approaches to behaviour management in schools. However, it appears that a point of equilibrium is reached whereby schools become dependent on the service they receive and which prevents further development of their approaches.

Abbreviations

Abbreviations used throughout the thesis are:

DES	- Department of Education and Science
DFE	- Department for Education
ebd	- 'emotional and behavioural difficulties'
INSET	- In-service training for teachers
lea	- Local Education Authority
NAESS	- Northern Area Education Support Service
senco	- special needs coordinator

Within each chapter the full term followed by its abbreviation is used in the first instance.

Where other less frequently used abbreviations arise their use is limited to the subsection (eg 2.3.4) in which the full term is presented in the first instance.

Dedication

For Moira, for all her support; and for Callum, for being a good baby these past few months.

Part B

The establishment of the

Northern Area Education Support Service

Chapter 7 Establishing the Northern Area Education
Support Service

7.1 Introduction

The literature discussed in previous chapters provides a broad foundation on which to base the structure and operation of the Northern Area Education Support Service (NAESS). It is also necessary to consider how the provision already made in the area in relation to managing behaviour and the process leading to the decision to establish NAESS may influence the approaches adopted. Subsequently the ways in which NAESS is structured and its means of operation are described and discussed.

7.2 A discussion of the possible effects of its immediate context on NAESS
at the point of the establishment of the service

The ensuing discussion is based on information describing provision directed at managing children's behaviour in North Warwickshire prior to the establishment of NAESS and the process leading to the decision to establish NAESS, its staffing and so forth. This information is contained in Appendix 1.

The discussion is structured around the issues introduced in chapter 5 and which encompass the range of factors influencing the work of NAESS. Firstly, however, it is necessary to consider the matter of Local Education Authority (lea) aims.

7.2.1 Lea aims

Despite some equivocation over the practical implications lea policy and aims are clear about the promotion of integrated education in mainstream schools for as many pupils as possible. With the implication of making financial savings as the use of expensive residential placements falls off. Such policies and aims provide a firm basis for the aims and approaches adopted by NAESS.

7.2.2 Shared understanding

The then Area Education Officer made the decision to not consult on the establishment of NAESS with anyone outside the Education Committee and officers of the Education Department. Consequently, it was inevitable that at the point of the establishment of the service there was little shared understanding about the effect it might have on provision for children presenting difficult behaviour in schools. The decision was taken on two grounds. Firstly, that to consult might delay or even jeopardise the establishment of NAESS. Secondly, that expectations may be created that could not later be met.

Further, changes in plans throughout the process, eg over where to site NAESS eg over the numbers of its staff who are to work with mainstream schools rather than teach pupils at the unit, might be seen as creating a lack of shared understanding between those actually involved. Especially so in the absence of any developed view of what the service might actually do.

7.2.3 What mainstream schools do

It is evident in relation to both pre-existing provision and the process to establish NAESS that little, if any, attention had been given to the actions of mainstream schools. Given the impact that can have on children's behaviour and on the demand for additional or alternative provision this is to be remarked upon.

What evidence there is eg referrals to the LIV course suggests that schools are inconsistent in their practice, at least in respect of referral.

Further the history of the growth in the number of unit places and the fact that such places are invariably filled tends to suggest that schools would be content simply to fill up NAESS's fifty place off-site unit. Such an outcome would not square with the aim of promoting integrated education, even assuming a reduction in the use of residential schools.

The proposals that one and later three support teachers might manage the potential workload in relation to promoting more effective behaviour management in schools suggest that the lea saw little room for change anyway. Such a view is seriously challenged on the basis of both theory and accounts of earlier similar work from the literature.

7.2.4 How children's needs are identified

Prior to the establishment of NAESS there existed in North Warwickshire a variety of ways of identifying children's special needs arising from their behaviour. The four main ways were through the formal procedures of the

1981 Educational Act, exclusion from schools, by various panels and by educational psychologists. It is likely that such a variety of procedures will give rise to arbitrariness in identification. That is the informal and implicit criteria used eg 'outgrown' school, exclusion to identify need prevents the individuals and groups involved from establishing consistency. Indeed, it is reasonable to argue that the criteria used had more to do with the allocation of resources than with the identification of actual need. That is, once children were identified as presenting emotional and behavioural difficulties in the broadest sense, ie challenging teachers in some way, the next step was not to identify special needs and objectives derived thereon but rather to allocate provision. Consequently, identification of needs is achieved only in the broadest terms and in terms that are likely to label and stigmatise children. Further, teachers (and others) receive not only the message that they are not expected to manage the behaviour of some children but also that they are not expected even to identify specific needs. This reinforces labelling by centring concerns squarely on the child with no real requirement that schools reflect on and develop their approaches to behaviour management.

There are proposals in the documents relating to the establishment of NAESS to continue the approach of matching children to resources without considering needs, objectives or intervention strategies eg in relation to children's 'need' for 'behaviour modification or more therapeutic approaches', whatever that might mean.

For NAESS it was essential that these approaches to the identification of children's need be developed. So that specific needs, objectives and

intervention strategies relating to schools and families as well as to children may form the basis for the work of the service.

7.2.5 Scope of special educational needs

There is little to suggest that the scope of emotional and behavioural difficulties attracted much attention prior to and during the process to establish NAESS. That is, the focus was on provision, centring on negotiation between the lea and schools. Despite the availability of clear evidence that the use of special provision had been rising steadily for some time the lea appears to have worked on the assumption, in relation to NAESS staffing, that the existing prevalence was somehow 'right'. Subsequently, further assumptions were made on no clear basis eg that about half the children currently attending special schools as a result of their emotional and behavioural difficulties might appropriately be educated at the NAESS site.

7.2.6 Information management and resource allocation

The fact that little data collection had taken place especially in relation to outcomes achieved by the various provision means that it was not possible to plan future provision on that basis. Perhaps the most significant consequence of this is that each additional provision, including NAESS, could be little more than bolted on to the rest in the apparently vain hope that together they might meet all identified needs. The further fact that the means of identification of need was largely arbitrary implies that resources would have been allocated on a similarly arbitrary basis.

The Education Department, now supported by government policy (DFE, 1993), attempts to make sense of its resource allocation in terms of it presenting a 'continuum of provision'. The continuum is defined by levels in relation not so much to children's needs as financial cost, on the basis described by Topping (1983). The difficulties presented by such a continuum have already been discussed in chapter 5. It is reasonable to suggest that the invocation of a continuum owes much to the existence of a variety of provision, the staff of which have vested interests, not least in respect of the continued employment and belief in what they are offering. If NAESS was to replace, at least in practice, the concept of continuum with range of provision defined in terms of strategies used it would first be necessary to overcome the influence of vested interests.

7.2.7 What support services do

Prior to the establishment of NAESS the lea offered schools a wide variety of provision that might be construed under the heading of support. This meant that schools would be likely to have very different expectations of the new service. Consequently, it was important that NAESS quickly established a coherent, consistent means of operation. Without that it is likely that the service's staff would have been very differently influenced in a variety of ways by schools' expectations. Similarly, expectations of lea staff, shown in the documentation, would have been likely to pull the service in different directions.

It was clear that some elements of what NAESS might offer would be likely to conflict with existing, well established practices eg removing children

from mainstream schools. Also, some aspects of the work of the service had not been considered at all. The focus in the documentation on the need for support teachers to be good 'classroom practitioners' may raise an important matter. However, by ignoring their skills at delivering support to other teachers, families and others the lea proposals show a serious lack of consideration of how the service might operate.

In the context of varying expectations, potential conflict with existing practice and only partial consideration of the factors influencing effective practice NAESS was in a strong position to present and carry through a clear, coherent and consistent model of service delivery.

7.2.8 Liaison

There is little evidence prior to the establishment of NAESS of a coherent system of liaison between schools, parents and the various professionals involved in behaviour management. As a consequence their work together would have suffered from deficits in information exchange and in coherence and consistency. This meant that NAESS was able to introduce a system of liaison designed to facilitate the work of the service. This relates particularly to the prevention of 'friendly fire', an oxymoronic way to describe other professionals involved in a piece of work acting consciously or unconsciously to undermine what NAESS is trying to do.

7.2.9 Management of change

Beyond some concerns that some schools might resist a proposal to site

NAESS on their premises and the decision not to consult schools about the proposals to establish NAESS there is no suggestion that factors relating to the management of change were considered at all. However, it is reasonable to construe NAESS as an attempt by the lea to wrest control of the agenda. Previously, the lea had, broadly, responded to circumstances eg children out of school and to pressure, mainly from schools but also from other agencies eg the social services department. It is useful to construe NAESS itself as the agent of change and so to consider management of change from the point of the service's establishment.

7.3 Underlying philosophy and aims of the service

In preparing for the launch of NAESS it was necessary to begin a dialogue with the schools which were to be the main users of, or at least the main referrers to, the service.

The summer term 1988 was allowed for NAESS to prepare itself. Those in post had been allowed the time to determine how the service would operate before the pressures of day to day work took over. It quickly became clear that others were seeking to shape the service also; a shower of views, many of which were incompatible, was proposed. In order to provide a foundation for the ensuing discussions it was necessary to state explicitly the bases for the service's operation. These were brought together in a booklet, Northern Area Education Support Service, Introduction to Service. The Basic Assumptions Underpinning the Work of the Service and the Broad Aims of the Service were included in Appendix 11.

These statements themselves had two broad aims. The first relates directly to NAESS. They provide the superordinate focus for the service's work. They are an early step towards developing a service ethos and culture. That is, all the work of the service would be expected to be within the constraints expressed. This has implications for the beliefs of NAESS staff about their work. Whilst it was expected that some users would have conflicting beliefs it was hoped to ensure that those of service staff were congruent with the philosophy and aims. The second relates to the service's context. Much time was being expended in discussing just what the service should be doing. By producing and obtaining general agreement for these statements of intent it was hoped to better focus the discussion. Soon afterwards they served the same purpose with schools and others.

Thus a primary purpose of the 'basic assumptions underpinning the work of the service' and of the 'broad aims of the service' was to promote shared understanding about how NAESS would operate.

7.4 Staffing and structure

The Northern Area of Warwickshire covers two of the County's five District Councils. Included are the urban areas of Bedworth and Nuneaton which are to the immediate north of Coventry, as well as smaller towns, and rural and mining areas bordering Solihull, Birmingham, Staffordshire and Leicestershire. The Northern Area has 27,000 pupils or 40 per cent of the County's school population. Further, prior to the establishment of NAESS the Area accounted for 100 pupils attending special residential schools. This represented 64 per cent of the County total.

Within the area are 13 secondary schools to which NAESS provided its initial service; and 88 primary and four special schools to which service was subsequently made. First schools cover YR - Y3, middle schools, Y4 - Y7, and secondary schools, Y8 - Y11. Some secondaries also have sixth forms and there is a sixth form college. NAESS has never worked with sixth form pupils.

7.4.1 NAESS Staffing

Table 7.1 NAESS staffing

	Sept., 1988	Sept., 1993
Headteacher	1	1
Deputy Headteachers	2	2
Teachers MPG & E	0	1
MPG & C	0	5
MPG & B	6	13
Educational Psychologist	0.5	0.5
Educational Social Worker	1	1
Youth Worker	1	1
Special education assistants		
i. permanent	4	6
ii. temporary	0	7
Clerical, technical and administrative	2.5	3.2

Table 7.1 indicates significant increases in NAESS staffing between Sept., 1988 when the service began operation and Sept., 1993. The growth in the size is almost wholly accounted for through the closure of all previous provision in the Area and the taking over of some of their resources by NAESS. Most of the smaller units were merged into NAESS and continue to function on their present sites.

The most recent additional post, a MPG & C teacher, has arisen through the service's involvement with a multi-agency project managed by National Children's Homes.

The expansion to the service has not significantly changed the structure or approaches of NAESS.

In that, broadly speaking, staffing has not been negotiable the service has had to operate on the basis of what is available. Though it is probably fair to say that any well managed support service might be expected to be prepared, if the opportunity arises, to bid for additional resources of any kind.

7.4.2 The Visiting Committee

With the aim of maximising liaison and support within the service's context one of its first actions was to establish a Visiting Committee (cf schools' governing bodies). The functions of the Visiting Committee include:

- advise the Authority in its management of the service

- provide a means of communication between the several agencies involved and others with an interest in the provision
- represent the views of these interested parties to the lea
- provide a forum for discussion of matters related to the service
- be consulted by the Authority on any proposals of major changes to the service
- monitor the work of the service in meeting the needs of children

The composition of the committee represents the following interests:

The Local Education Authority	3	members
North Warwickshire Health Authority	1	"
Bramcote Hospital	1	"
Warwickshire County Council Social Services Department	1	"
Teacher of the Northern Area Education Support Service	1	"
Secondary School Headteacher	1	"
District Councils	1	"
Co-opted Members from the Community served by the Service	2	"
<hr/>		
<u>Total</u>	11	members
<hr/>		

Since its establishment the Visiting Committee has been expanded to include a primary school headteacher. The co-opted members of the community were

intended to be a parent representative and a member of the neighbourhood within which NAESS HQ is sited. Unfortunately, it has proved consistently very difficult to find parent representatives, at least in a continuing way.

7.4.3 Service structure

The primary factors in deciding the service structure relate to:

- teams
- hierarchy
- supervision

Dividing the service into teams helped to promote the establishment of working relationships between groups of NAESS staff and schools whilst maintaining an appropriate professional distance. Simply allocating individual support teachers to individual schools would have put great strain on the maintenance of such relationships. By making three teams responsible for casework and projects for three groups of schools it is possible to allocate cases to more than one support teacher in any school, at least over time. By these means support teachers come to know a limited number of schools, cases can be matched flexibly to support teachers and schools learn more about the service. The approach also serves to promote coherence and consistency in service delivery as support teachers discuss their work with schools and promote the commonalities of approach.

The major purpose of the service's hierarchical management system has been

to promote coherence, consistency and continuity of service. Whilst all staff are encouraged to contribute to discussions on service development, and do, decisions are taken by the management team and ultimately the head of service. Such decisions are taken not only in the light of views from within the service but also from its users.

There are essentially five tiers within the service's professional hierarchy:

- head of service
- deputy headteacher (22 f.t.e.) and senior teacher (1)
- team leaders (3), teacher-in-charge of the Bramcote Education Unit, teacher-in-charge of liaison with the National Children's Homes project
- support teachers, educational social worker, youth worker
- special educational assistants

7.5 Staff training

Given the theoretical and practical approaches adopted by NAESS it was unlikely that many of its staff would take up their posts prepared to implement them. When the service was established there was an understandable belief amongst users generally, and not least the LEA, that advisory or support teachers would be experienced practitioners who would pass on the benefits of their experience to others. Whilst it would be no bad thing if the support teachers' credibility arose, in part, from others' respect for them as teachers this would not, in itself, be enough. Incidentally, so strong was this expectation amongst some users that NAESS

had requests, and not just from schools, that its staff should conduct 'demonstration lessons'. This idea was rejected as a high risk activity whereby if things went wrong credibility would be severely dented. Instead the service suggested the possibility of teacher exchanges between NAESS and schools, though this has yet to be tried.

Much of the term set aside for planning and preparing was spent in designing and delivering training courses. During that time the following courses were prepared and delivered to service staff:

1. Basic Introduction to Behavioural Approaches (4 x 1 1/2h sessions)
2. Contracting (1 session)
3. Behavioural Trait and State Analysis (4 sessions)
4. Time out and response cost (1 session)
5. Time management (4 sessions)
6. Stress management (4 sessions)
7. Dealing with conflicting agendas (2 sessions)

Subsequently the above became the basic package of courses which staff have had to undertake before beginning support work in schools. Further courses have been introduced since:

8. Managing classroom behaviour (4 sessions)
9. Rules, Praise, Ignore (2 sessions)
10. Managing playground behaviour (2 sessions)
11. School refusal (3 sessions)
12. Bullying (4 sessions)

13. Solvent abuse (1 session)
14. Working with parents (4 sessions)
15. Assertiveness for teachers (4 sessions)
16. Report writing (2 sessions)
17. Reintegration programmes (2 sessions)
18. Systems work in schools (1 session)

Other courses have focused on the outdoor pursuits elements of the social skills courses eg kayaking, caving.

In order to provide a national context for the service's work and to introduce potential new approaches training days on a variety of subjects have been arranged. These are listed below:

family therapy

Rational Emotive Behaviour Therapy (REBT)

managing violence

Assertive Discipline

In order to guide staff training a checklist was developed. This is based on that created by Watts et al (1988) for use by educational psychologists, and called Personal Professional Development (PPD). It provides staff with an ongoing personal record. A copy is included in Appendix III. PPD is an important element within the service's development plan.

7.6 Services provided

The services provided by NAESS can be divided into five main groups:

- temporary, full-time education for individual children on a service site
- support in mainstream schools focused on individual children; including, in a few cases, part-time education on a service site.
- social skills training and related courses for children and parents
- inservice training for teachers (INSET)
- projects, encompassing a variety of work

Each type of work is discussed in turn. The current section concludes with a consideration of the amount of time spent by service staff on each type of work.

7.6.1 Off-site unit

In that one of NAESS's main aims is to support the maintenance of children's education in mainstream schools it is perhaps incongruous that the service operates off-site unit provision. Removing a child from the context where his/her problems are occurring may be reasonably regarded as a matter of convenience for those in power (eg school teachers, support teachers), and not as a solution to the problem in any real sense.

There was a number of such units already in existence when NAESS was established (see Appendix 1). As a direct result of NAESS taking over management responsibility for some of these units the service also took on responsibility for the education of the children already attending the units. Quite apart from this fact, however, there is also another reason for the service to make available off-site unit provision. That is where the service is already working with a child attending a mainstream school

it is not unusual for a point to be reached where that child's school place comes under threat eg through possible exclusion. Temporary placement in the unit allows NAESS to maintain a higher degree of influence over a child's future educational placement than is the case if all efforts to support a child in mainstream are, at least in the short term, inadequate. In taking such actions it is highly important that attendance at a unit does not come to be seen as an alternative to school placement. This eventuality is kept at bay in three main ways.

Firstly, by maintaining attention to the long term aim of phasing out all full-time placements at off-site unit provision. Secondly, by bringing together all unit provision under a single management system. Thirdly, by organising placements so that individual support teachers and their teams 'consume their own fire'. That is, by making the teachers whose cases move into off-site provision reciprocally responsible for teaching at the off-site unit. Apart from discouraging staff from taking the easy option ie removing a child from mainstream school such an approach also helps to maintain service ethos and culture. That is, if there is a division of labour between providing support to mainstream schools and teaching at an off-site units it is hard to maintain a consistent ethos. Given service aims it is inevitable that mainstream support has higher status within NAESS than does direct teaching. Such a factor only fuels breakdown of ethos if staff are allowed to divide in this way.

As a final point it is worth mentioning the high resource cost of making off-site unit provision. Set against the small numbers of children involved and the dubious benefits for them is the need to staff the

provision both in terms of behaviour management systems - token economy, time out, critical incident and restraint procedures - and its curriculum.

7.6.2 Mainstream support

Mainstream support, that is, assisting individual children, their families and teachers to maintain school placement is the major area of work for NAESS, not least in respect of superordinate aims. Thus, not only is it important that the service employs effective approaches in its mainstream support work but also that the effect of actions in other areas of work eg off-site units, in-service training are, as far as possible, congruent with mainstream support.

From the outset it was decided that the service would adopt a specific approach to this work. The model used has four main benefits:

- it draws upon demonstratively effective approaches to similar work in other contexts
- it provides support teachers with the basic 'tools of the job'
- it enables supervision of practice
- it is open to scrutiny and revision

Against these benefits it is necessary to weigh one powerful challenge.

That is, from those service users and associates who have alternative, even opposed, ideas of how the service should operate. It is likely that these

people seek to change or even undermine what NAESS is trying to do. Under such circumstances the potential for the rejection of NAESS by, for instance, some schools, clearly exists. Whilst NAESS seeks to provide, within its model of working, a flexible range of responses it is necessary that the service and its users and associates, particularly the LEA, face up to this possibility of rejection. That is, where, say, a school tries to obtain for a child a form of provision which conflicts with the basic aims of the service it is necessary that the service does not, for short term reasons, compromise its long term aims. In practical terms conflict with schools is likely to arise from three main sources:

- a school's desire that a child be removed and educated elsewhere
- a school's or, more likely, a teacher's rejection of the theoretical basis of the service model
- a school's or, more likely, a teacher's feeling that NAESS and its staff are rejecting them in some way eg not respecting their efforts at behaviour management so far.

The NAESS approach to supporting schools in their efforts to manage children's behaviour is based on four main foundations, which are considered now.

i. problem solving Approaches to challenges in education which come under the general heading of problem solving vary greatly, not least in respect of their theoretical perspective. The basic problem solving approach (Dewey, 1934) can be represented simply in five stages:

- define the problem
- assess, not just the nature and degree of the problem itself, but also factors in its context
- formulate an explanation of the problem and devise an intervention based on that formulation
- implement the intervention
- evaluate the outcome, in order to plan future actions

The problem solving approach has been most readily adopted in education by workers who hold at least broadly to a theoretical position based on behavioural psychology.

In the UK Ainscow and Tweddle (1979) married problem solving and behavioural approaches in order to develop special educational curricula; (Herbert, 1985) brought together problem solving and social learning theory (Bandura, 1986) in his work with children's problem behaviour. Others, including, in the US, Thomas Gordon (1974) used problem solving to develop approaches based on Rogerian theory (Rogers, 1952).

Some writers, most notably Robert F. Mager (eg 1984), focused their attention on particular stages of the problem solving approach. Mager was most interested in analysing the observable features of a problem. The difficulty with this approach arises not so much from commission as omission. That is, it has become seen as rather narrow in its focus, omitting consideration of important factors (Wheldall and Glynn, 1989). Whilst it is by no means inevitable that an approach using behavioural analysis will not embrace all relevant factors it is perhaps true to say

that time constraints make the analysis of all potentially relevant factors an impracticable exercise, at least for much of the time.

The linking of problem solving and behavioural approaches does, at times, make it difficult to distinguish one from the other. Attention is now turned more explicitly to behavioural theory.

ii. behavioural theory What evidence there is about the relative effectiveness of approaches to behaviour management based on the various psychological theories most consistently points to behavioural theories as being the best option (Topping 1983). In that behaviourally based approaches are those most preoccupied with the establishing of achievable, measurable goals this is perhaps not surprising. Putting aside concerns about the scope of success criteria NAESS made an explicit decision to base its approaches on social learning theory (Bandura, 1986). Others (eg Herbert, 1985; Lane, 1990) reported successes in the management of children's behaviour using well developed schemes based on social learning theory and problem solving. They provided NAESS with ready made approaches easily amenable to further alteration as required. It was decided, mainly on the basis of the Head of NAESS's previous experience, to use David Lane's (1990) Behavioural Trait State Analysis as the basic model of working with individual children in mainstream schools.

iii. Behavioural Trait State Analysis (BTSA) During his pioneering work in the management of children's problem behaviour in Islington, David Lane developed BTSA. Lane (1990) provides a detailed account of the model. Before providing a brief account it is useful to make a few comments.

Firstly, whilst BTSA is fundamentally a problem solving model that uses ideas from behavioural psychology, Lane (1990) also encourages the use of techniques associated with other psychological theories eg Personal Construct Theory (Kelly, 1955), personality theories (eg Eysenck and Eysenck, 1978), Rational Emotive Theory (Ellis and Grieger, 1977). Generally, NAESS has maintained a social learning theory perspective. The major reason for this is the wish to maintain consistency; or, more negatively, to avoid a theoretical free for all. This represents the main basis for the service, but not a rigid dogma. Indeed, individual staff develop their own theoretical interests and have, on an individual basis, followed training in, for example, Rational Emotive Therapy (Ellis and Grieger, 1977). The concern is to maintain not one theory but a theoretically coherent eclecticism.

Secondly, it is worth remarking that the use of the terms 'trait' and 'state' are unhelpful, bringing connotations not entirely appropriate to the model. Lane's (1990) use of trait bears little relation to Trait Theory (eg Allport, 1935) and the measurement of personality. The term state tends to imply something static rather than dynamic which makes it a poor description of behaviour. Lane (1990) was attempting to provide a means of distinguishing between the elements of behaviour. He uses the terms predisposing and precipitating factors in relation to trait and state respectively. Herbert (1985) takes this type of analysis further. He uses the term 'setting events' to include all elements influencing specific behaviours, and then describes setting events in terms of distal and proximal antecedents (cf predisposing and precipitating factors). Further, Herbert (1985) introduces a separate set of elements under the heading

'organismic variables' to include, 'cognitive factors, age, sex, temperament etc' (P.9).

The NAESS booklet 'Behavioural Trait State Analysis' (1988) contains a detailed description of the service's use of the model. Its basic fifteen steps are included in Appendix 2. Appendix 3 contains a sample NAESS case file which constitutes an application of the model.

iv. systemic analysis It has already been indicated that it is not unknown for schools to refer their problems to NAESS only to reject the support offered to them. When this occurs it is unhelpful for NAESS staff to simply attribute the cause for lack of progress to the school or teacher involved. Instead it is necessary to attempt a more systemic approach (eg Campbell et al, 1989), involving consideration of the factors leading to rejection of the service. This phenomenon is addressed directly in the later empirical chapters of the thesis.

7.6.3 Social skills training

NAESS provides social skills training (SST) mainly for groups of children. A NAESS document on the subject includes details of the skills which are based on a wide range of sources (eg Cartledge and Milburn, 1986; Hopson and Scally, 1981). The courses may be generally understood in terms of developing children's assertiveness skills in relation to, for example, positive social interactions, saying no, making requests, responding to demands and criticisms.

In the context of the thesis there is no concern to investigate the efficacy of SST per se. Rather SST is investigated as part of the whole package of NAESS services in terms of the impact on users and associates. Apart from contributing to positive behaviour change in individual children NAESS also hoped SST might contribute to the development of its working relationships, especially with schools, but also with associates such as the LEA, social services department, psychiatry, clinical and educational psychology. As well as being able to offer a service to supplement and support those offered by these other agencies SST provides:

- a means of reaching quite large numbers of children
- a means by which NAESS staff can work directly with children, including collaboratively with mainstream staff
- a means by which service staff can work collaboratively to promote service ethos and a consistent service culture

7.6.4 Inservice training for teachers

For the thesis, as with that for social skills training, the interest in inservice training for teachers (INSET) is not about its effectiveness per se. Rather, INSET is viewed as part of the whole package of services which potentially can contribute to service effectiveness overall.

i. types of course INSET by NAESS is of four main types:

Firstly, those which seek to enable participants to learn new approaches to behaviour management that they can incorporate into their day to day work. The service recognises the challenges to participants' implementation of

what has been learnt arising from lack of support following the initial course (Easen, 1985). However, in response to demands from schools NAESS is prepared to offer INSET in such circumstances. Though the service prefers to provide INSET under the next three arrangements.

Secondly, INSET that is intended to facilitate NAESS work in schools. That is, that provides mainstream staff with awareness, knowledge and skills that will enable them to make optimal use of NAESS services generally. Such courses include 'Basic Introduction to Behavioural Approaches' and 'Working with Parents'.

Thirdly, INSET that arises directly from other NAESS work. For example, when a school seeks individually focused support for, say, a number of children in the same class or for problem behaviour in similar circumstances. The courses 'Classroom Management' or that for lunch-time supervisors, respectively might be offered.

Fourthly, INSET that arises through projects focusing on institutional elements of behaviour management eg pastoral care systems, school discipline systems, promoting school attendance.

ii. designing courses Since its establishment NAESS has built up a bank of fully scripted, multi-media training courses that are developed, typically, through a process whereby:

- purposes and requirements are identified, assessed and defined
- the course is written, usually by two or three members of staff
- it is piloted, reviewed and revised within the service where all staff are encouraged to offer constructive criticism

- the course is delivered, initially by those who wrote it, to:
 - teachers attending the NAESS site
 - school staffs
 - other groups eg lunchtime supervisors, parents, as appropriate
- subsequently a course may come to be delivered by other NAESS staff
- evaluation takes place immediately following the conclusion of the course.
- further development takes place throughout the life of a course.

!!!
 (Appendix ³ includes information made available to schools and gives the flavour of a range of NAESS courses).

7.6.5 Projects

The theoretical basis for the service demands that NAESS addresses not just children's behaviour but also its context eg schools and classrooms. Much work designated as individual casework takes this perspective. However, it is also possible and potentially more efficient to work with schools and teachers focused on behaviour management systems generally. Despite pressures from the demand for individual casework NAESS has always tried to protect some time for project work. Apart from the potential benefits to behaviour management this work has also had positive effects on the NAESS: school relationship. Often support teachers have been able to work with schools in the absence of the more emotionally charged circumstances of individual casework. By taking the time to fully explain the approaches used, and perhaps to involve more fully school staff, there are resulting benefits which may transfer to individual casework.

A wide range of projects has taken place across the area. Some evaluation of their effectiveness, particularly in respect of implementation and maintenance has been carried out by those directly involved. The results are equivocal. The main point in the current context is their impact on the quality of the professional interaction between NAESS and its users. In that sense their main aim has been to contribute to a process whereby schools are enabled to change their practice.

7.7 Managing and allocating service time

7.7.1 Introduction

Managing and allocating service time is an important element of the aims of NAESS, especially those relating to equity and maximising the use of service resources.

The starting point is the assumption that schools and others will seek to obtain more resource than the service is equipped to supply. To some extent NAESS does rely on schools' self-regulation of their own demand. However, the service's approaches to managing its resources assume that whilst such reliance is necessary it is unlikely to be a sufficient means.

In order to achieve the primary aim of maintaining children's education in mainstream schools it is necessary that the service be seen to provide sufficient support. Where support is inadequate it is likely that schools will seek statutory assessment and that, as a consequence, children will be moved to special schools. Thus, the first challenge to NAESS in respect of

its time management relates to level of demand. That is, NAESS wishes to maintain a situation where overall demand is consistently at or close to the point where resources are fully deployed.

The second challenge relates to the targeting of resources. Specifically, it is important that the service can demonstrate that resources are directed appropriately to the priorities of users and associates.

It is useful to construe the management of service time in terms of control and of incentives. The service seeks to be responsive to the expectations and demands of its users and associates. This is achieved within a management system created by the service itself. The matter of the availability and deployment of incentives is not only important in respect of the work of the service directed at its main client group, children. It is necessary that NAESS also considers how it manages incentives in relation to those making most demand for services, ie schools.

Traditionally, there are two main ways in which educational support is allocated to schools, focusing on ad hoc demand for specific services or on the prior agreement about the nature and extent of services. For mainly negative reasons NAESS adopts the former approach. That is, for NAESS the following problems with establishing 'service level agreements' ruled out that approach:

- there was the danger, when the service worked only with secondary schools, that service staff would become associated with individual schools; perhaps to the extent of losing the 'professional distance' (Bandura, 1986) necessary to performing a consultative role (Caplan, 1970)
- if all or most service time is 'contracted out' on the basis of service level agreements there is little scope for flexibility in responding to the shifting needs of the entire user group.
- it is very difficult to know in behaviour support work just how much or, indeed, how little time is likely to be necessary in regard to a particular case.

NAESS uses different procedures by which users may access the different services offered.

7.7.2 Off-site unit

Access to off-site unit provision is only available where a child is referred for mainstream support (see 7.7.3). There is often a strong incentive for schools, and indeed, for support teachers to act to remove 'the problem'; that is, to remove a child from school. The existence of an off-site unit is likely to encourage teachers in such behaviour. Whether or not such action benefits anybody involved is beside the point, which is that in the difficult circumstances associated with children's challenging behaviour the adults involved are frequently motivated by the vague desire to 'do something' (Galloway, 1985). A support service such as NAESS has little at its disposal to provide incentives for the teachers involved to

persist with efforts to maintain a child in school in the face of continuing problematic behaviour. On the positive side it is reasonable that a support service should seek, where necessary, to persuade others of, for instance:

- their responsibility to provide a mainstream education for children generally
- that children are more likely to benefit from an appropriate education in a mainstream context than from some form of segregated, special education
- that it is quite possible to maintain mainstream education for more, if not all, children
- that schools will benefit from developing their approaches to behaviour management
- that helping children to change their social behaviour is a legitimate and rewarding activity for teachers and schools
- even, that teachers might reasonably experience professional satisfaction from successes in this area.

NAESS, working with others eg lea, headteachers, does indeed, by a variety of means, promote such views. The service's aims and assumptions underlying its work provide a foundation in this respect. Insofar as it is possible service staff persist in such views in their day to day work. By giving colleagues in schools the opportunity, through discussion, to challenge these views their validation is explicitly achieved. Put simply, NAESS staff work as if the service is the only source of support available to schools. Such an approach has a number of important implications. Firstly, it means that very largely, in practical terms, NAESS is able to

work outside the special educational context and all that means. That is, beyond being 'a NAESS case' there is no cause to categorise children in special educational terms eg stages, continua. Secondly, the scope for liaison and planning drifting into discussion of hopelessness of the situation and the consequent need for further or alternative resources is reduced. Thirdly, and perhaps most importantly, it encourages schools to seek a service which supports them in teaching rather than removing children. Thus full attention is given to the nature of the actions taken to change behaviour. Further, schools are likely to seek NAESS involvement in their attempts to improve their general approaches to behaviour management.

A combination of pressure and support exists for NAESS staff seeking to maintain children's places in mainstream schools. Pressure comes from service aims and ethos and, perhaps more immediately, from the knowledge that support teachers themselves have to teach children who move onto a NAESS site. Support, and perhaps a little further pressure, is provided through, again, service ethos and culture but mostly through weekly supervision where opportunities to discuss challenging work are provided.

7.7.3. Mainstream support

As has been already indicated the bulk of service time is taken up by individual casework. That produces the greatest and most insistent demand. So it has to be managed.

As for off-site unit provision it is important that NAESS acts as if it is

the only provision available to support schools' behaviour management of individual children. Thus it is necessary that NAESS makes provision to reasonably referred cases whilst at the same time avoiding becoming overstretched eg creating a waiting list. Achieving a good enough balance is dependent on three elements of case management:

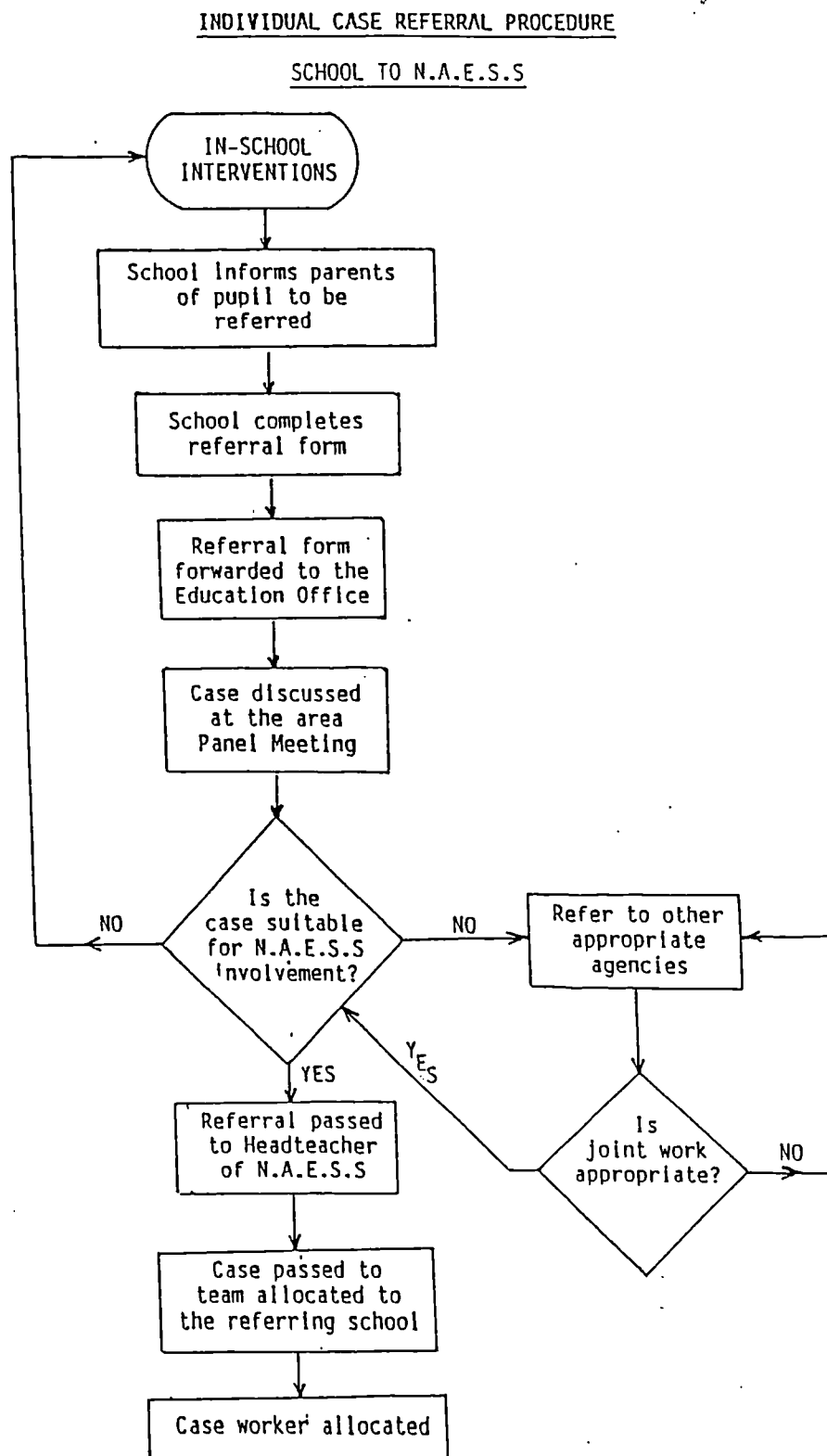
- case acceptance
- case work
- case closure

The second element has been discussed in section 7.6.2. Consequently the current discussion is limited to the other two.

i. case acceptance Figure 7.2 provides a description of the process of case acceptance. The first step in referral management relates to the information provided by schools seeking to refer a child to NAESS. The service's original referral form (Appendix IV) was designed with three main functions in mind. Firstly, to obtain all the information necessary for a decision to be made about whether or not NAESS should take on the case. Secondly, to encourage schools to take appropriate action themselves prior to referral. Thirdly, to discourage unconsidered referrals. The structure and detail of the referral form has been developed since NAESS was established, though the essence remains.

NAESS was fortunate that other support services within the lea eg the Educational Psychology Service were also seeking to achieve the same ends. Despite some initial misgivings within schools and the lea especially over

Figure 7.2



its length, the NAESS referral form came to be seen as consistent with the Code of Practice on Special Educational Needs (1993) in terms of its problem solving basis and focus not only on children's behaviour but also schools' actions.

The decision about whether or not NAESS is to take on a case is removed from service managers by the use of a Panel consisting of: an education officer, a secondary headteacher, a primary headteacher, an educational social worker, an educational psychologist and the head of service. That is, the Panel with its representatives of the various interest groups takes responsibility for the decision whether or not the service is to work on support focused on individual children. As well as providing a range of perspectives about the referrals the Panel helped to diffuse the responsibility for its decisions. The two criteria which most concern the Panel arise from the nature and degree of the child's problem behaviour, and the actions already taken by the school. In that NAESS recognises the interaction between factors arising from these criteria it follows that neither can be adequately represented in a wholly consistent, or 'objective', form. Having said that certain forms of behaviour eg persistent violence, school refusal inevitably lead to case acceptance, based on the prima facie evidence for their likely impact on the child referred or on others. It has been possible for the Panel to expect more and more from schools in respect of their reported actions. A good definition of the child's behaviour in behavioural, performance terms (Mager, 1984) is necessary. Increasingly so are evidence of planned strategies and measured outcome. Where cases are turned down on the grounds of inadequate information from or actions by schools, schools are

offered the opportunity to discuss the matter and/ or appropriate INSET courses.

It is important to acknowledge that the Panel is likely to consider further factors in relation to its decisions. Such factors include:

- the number of existing cases attending a school. Where the Panel judges that a school is, *prima facie*, receiving more than a fair allocation of NAESS time it may ask that the school prioritises a certain number of cases. Alternatively, a school may be offered INSET or a project based on more general issues eg work focused on a class or year group, training for lunchtime supervisors.
- the service's previous experience of working in a school. For instance, where positive working relationships exist and there is a history of success the Panel may be inclined to accede to a school's request. Where the opposite situation prevails the Panel may support the service's attempts to work positively with a school through, say, INSET or school focused projects.

Potentially, the application of such criteria may conflict with the aim of meeting the needs of individual children. However, such a danger is weighed against the wish to provide the best possible service for the greatest number of children. This latter aim reflects that of the lea; to provide an equitable and consistent allocation of resources to children and schools across the county. It is probably futile to debate the rights and wrongs in relation to legitimate but conflicting aims. It is more useful to consider the appropriateness of the Panel's judgements in relation to

identified outcomes of the work of NAESS.

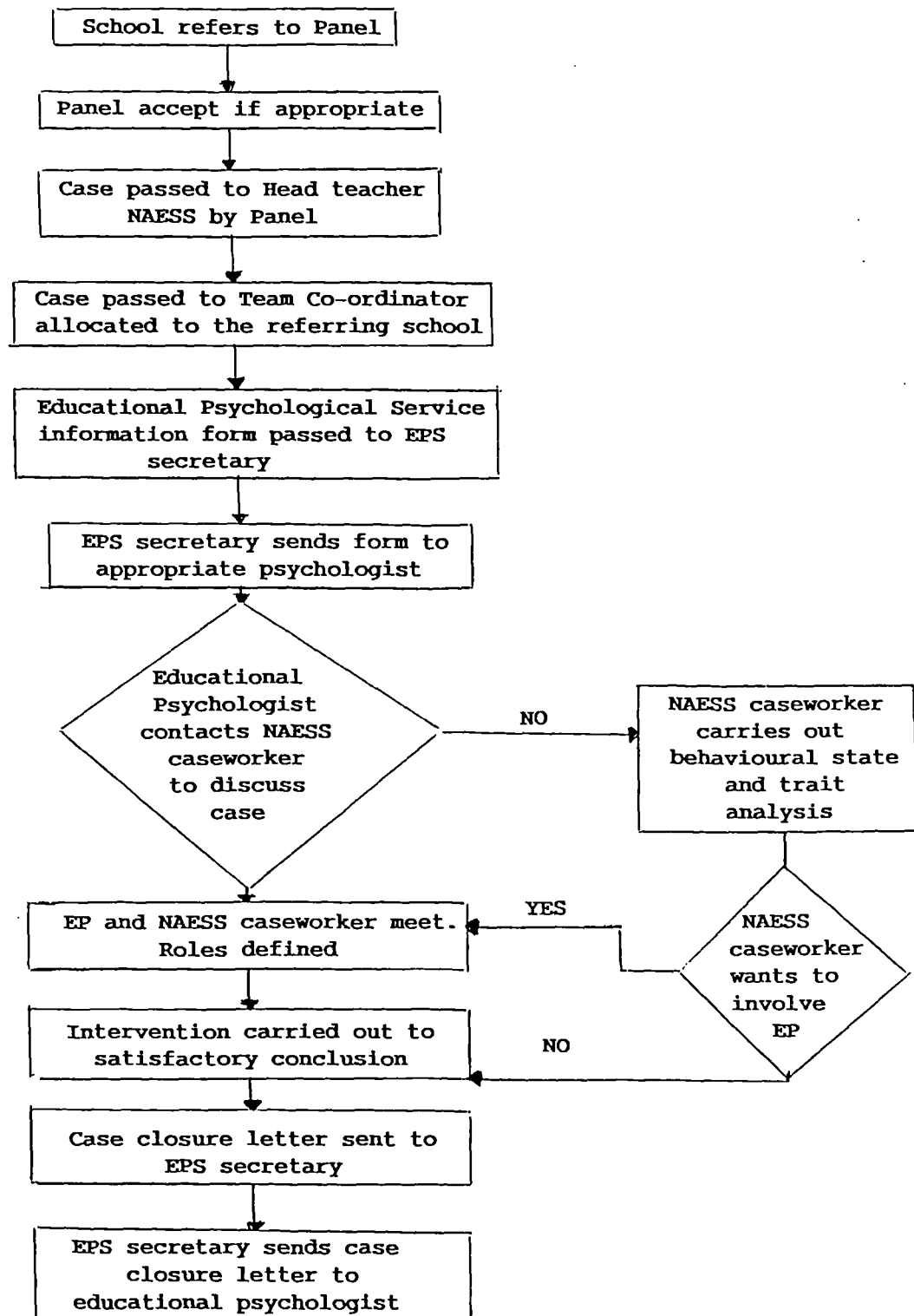
The point of case acceptance is crucial in respect of liaison with other agencies. That is, NAESS needs to know if other agencies are already involved and to inform them of NAESS involvement. Otherwise there is the danger that referrers may seek simultaneous support from the range of agencies which would lead to conflicting advice and actions. Figure 7.3 gives one example of NAESS procedures in respect of such liaison; that with the Educational Psychology Service.

ii. case closure In that NAESS operates as if it constitutes the totality of support for the management of children's behaviour in schools case closure is only possible as a result of the successful conclusion of work; or following a child's leaving school or moving to another area or being moved to special provision for special needs other than those related to behaviour. Case closure is potentially the ultimate indicator of success for the service and is essential if new cases are to be taken up. It is important to note that NAESS does not allow itself the option of closing a case, say, after a certain period has elapsed on the grounds that the service has 'done all it can'. Such an action would inevitably lead to children's transfer to special provision, outside mainstream school.

In respect of case closure negotiation with all involved is the key. Such negotiation is based on a number of factors. Firstly, changes in the child's behaviour. It is not always that everyone involved agrees that significant changes have taken place, regardless of the evidence of recorded observations (Gray and Noakes, 1987). Nor is it always easy to

Figure 7.3

Contact with the Educational Psychology Service at the point of referral to the Northern Area Education Support Service by the Area Panel



obtain agreement about exactly what behaviour is regarded as acceptable. Secondly, there is the matter of the ability of the adults involved to manage the child's behaviour more effectively. Thirdly, and very much associated with the second factor, is that of users' responses to the involvement of NAESS. Clearly, there is a potential for a wide range of such views. Perhaps most problematic in respect of case closure are rejection of or dependence on NAESS. The former response may well lead to users seeking alternative provision. The latter can make case closure very difficult.

Whatever is going on within a particular case it is important that case closure is planned. This frequently means gradual phasing out of support over weeks or months. Once a case has been closed if the school wishes to involve NAESS again with the particular child it is necessary that they go through the whole referral process again. By this means the aim of closing cases is achieved without the creation of 'loose ends' that may be very time consuming.

7.7.4 Social Skills Training, INSET and project work

That Social Skills Training, INSET and project work are offered to schools as a result of the Panel's deliberations is discussed in the previous section. There are two further routes to these services. Firstly, support teachers may, as a part of other aspects of their work, offer them to schools. Secondly, schools may approach NAESS and directly request such services. That is, in contrast to accessing support for individually identified children access to services directed at improving school's

behaviour management approaches and at groups of children is made as easy as possible. NAESS seeks to support schools so that their behaviour management systems prevent children from presenting behavioural difficulties or when they do are able to manage behaviour effectively without recourse to work focused on individuals. Quite apart from being a more efficient way of working success leads to the labelling of fewer children and the deskilling of fewer teachers.

The main constraint on such work is the time demands of work focused on individual children. NAESS has always been able to reserve a small amount of time for such work.

7.7.5 Time allocation

On three occasions NAESS staff have undertaken analyses of the service's use of time. All teaching staff were asked to record over a fortnight period (in the autumn term, 1989; spring term, 1990; and summer term, 1991) their work activity at ten minutes intervals. The results presented show mean percentages for all staff involved during all three periods. Whilst there was a good deal of variation between staff indicating, for various reasons, differences in work assignments there was little variation between periods.

1. Teaching (at off .site units)

a.	Planning, preparation, marking	6.0%
b.	Classroom contact time	11.9%
c.	Duties	3.9%
TOTAL		21.8%

2. Individual child casework in schools

a.	Meetings -	i.	at NAESS (Excl Supervision)	2.8%
		ii.	at child's home	4.8%
		iii.	at school	6.0%
		iv.	elsewhere	1.8%
b.	Supervision -	i.	giving	1.1%
		ii.	receiving	1.7%
c.	Administration -			16.0%
	(inc 'phone calls, writing case notes and reports, planning etc)			
d.	Assessment -			1.7%
	(inc classroom observation, basic skills testing etc)			
TOTAL				35.9%

3. Project Work

a.	Meetings	0.9%
b.	Background study	0.7%
c.	Data gathering	1.0%
d.	Report writing	0.3%

TOTAL		2.9%
-------	--	------

4. INSET

a.	Own professional development	3.0%
b.	Training others - i. preparation	2.8%
	ii. delivery	2.3%

TOTAL		8.1%
-------	--	------

5. Social Skills Training

a.	Preparation	2.2%
b.	Delivery	1.3%

TOTAL		3.5%
-------	--	------

6. Administration

Eg team meetings, staff meetings, anything that won't 11.0%
fit elsewhere

7. Travelling 10.6%

8. Time Spent Managing 'Crises' 2.5%

9. Breaks 3.5%

These figures give rise to three main concerns. Firstly, the fact that over a fifth of service time is given to 'overhead' activities. This represents time not available for direct work with the service's users and associates. Secondly, 22.5% of time is spent directly teaching children at the service's off-site units. In broad terms this represents one full-time equivalent teacher to five children at any given time. Thus around two fifths of service time is spent on activities where NAESS aims to reduce its input. This provides good scope for savings which can be committed to the third area of concern. That is, that under three per cent of service time is spent on projects and just over five per cent on INSET. These are the activities most directly related to the service's aim of supporting schools to develop better approaches to behaviour management.

7.8 Service development plan

The service development plan recognises the need for continuous development

the services offered arising from changes in NAESS's context as well as from the potential for improvement.

It is based on principles derived from time management and incorporates:

- linkages between the broad aims of the service and the day to day work of the staff
- a range of processes to generate specific objectives
- a variety of means to monitor and review progress towards objectives.

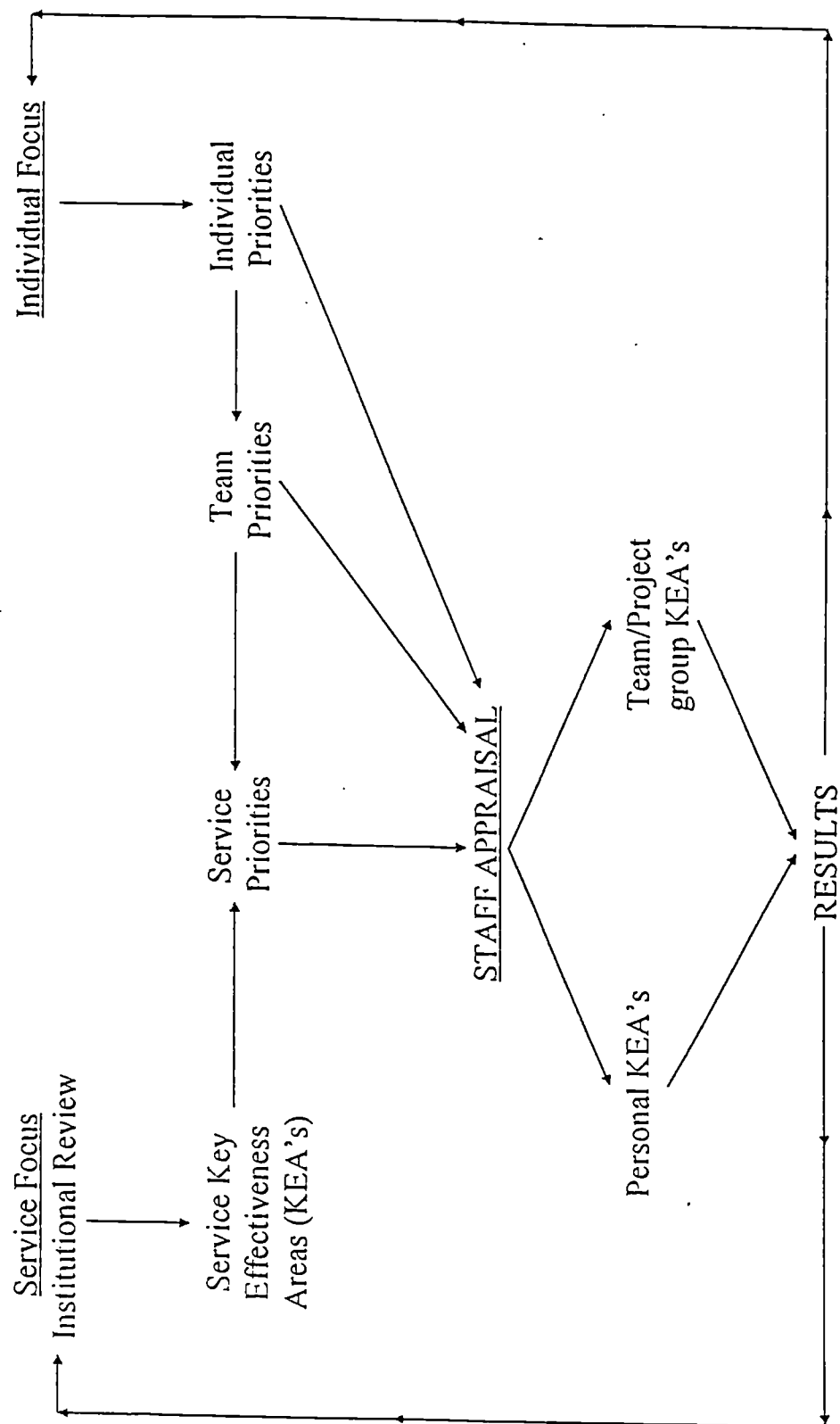
The model of service development is represented in Figure 7.4. The process centres on a system of appraisal which focuses on developing clear personal aims for each staff member within the context of service aims. From the perspective of Service Focus this might involve an analysis of time allocation and lead to some support teachers giving more time to a specific 'Key Effectiveness Area', such as project work. From the Individual Focus might come an agreement that an individual pursues training in an area of relevant but peripheral concern to the work of NAESS as a whole eg promoting learning of basic academic skills. Service and Individual Focus often come together and lead to developments relating to the whole range of NAESS activity.

The evaluation of the work of NAESS is seen as an integral part of the model of service development and consists of a number of procedures:

- a. self-review by staff re Personal Professional Development and Key Effectiveness Areas

Figure 7.4

Service Development



- b. staff appraisal
- c. database
 - casework
 - groupwork
 - INSET
 - Projects
- d. consultation
 - visiting committee
 - lea
 - parents
 - schools
 - other agencies
- e. time allocation monitoring
- f. surveys/research into specific aspects of the service's work
- g. external evaluation - HMI (Ofsted)
 - lea quality assurance

It is useful to distinguish between a - d and e - g. That is, the former makes up an ongoing programme of evaluation whilst the latter only take place on a time limited project basis, as interest and resources allow. Surveys/research into specific aspects of the service's work might focus, for example, on the outcome of social skills training, implementation of the token economy system or improving relationships with particular users or associates.

part C

The empirical work

Chapter 8 Initial identification of users' and associates' hopes
and expectations of the Northern Area Education
Support Service

8.1 Purposes of the first stage of the empirical research

8.1.1 Consultation with users and associates prior to the establishment of
NAESS.

Whilst schools and others were aware that the local education authority (lea) intended to create a major new resource in relation to children with 'emotional and behavioural difficulties' (ebd) there had been little discussion and no formal consultation outside the Education Department about what form this resource might take. This absence of consultation was an active decision taken by the then Area Education Officer. He was concerned that consultation would result in disappointment for those whose views did not hold sway. Also, and given the confusion surrounding the establishment of the Northern Area Education Support Service (NAESS) discussed in Chapter 7, there was a fear that wider consultation would serve only to confuse matters further. In any case the research described in the current chapter is the first to be undertaken into the views of its users and associates about NAESS. This means that the decisions about the structure and operation of NAESS had already been taken. Thus the current research takes place in the context of the service as described in Chapter 7.

8.1.2 Identification of the views of users and associates of NAESS

As NAESS began to implement its structure and operation it was useful to know users' and associates' views about their own hopes and expectations in relation to NAESS. By focusing on views about service aims and the issues influencing progress towards those aims information could be used to:

- identify any disparities between the views of users and associates on the one hand, and the literature and structure and operation of NAESS on the other.
- possibly identify further aims and issues.
- identify the aims and issues that are particularly salient to the various groups, and any associated disparities.

Such information can be used to inform the ways in which NAESS seeks to implement its work.

8.2 Methodology

8.2.1 Introductory matters

'If interviewing is to be treated as a serious research method, it must be conducted and reported as rigorously as any other method' (Powney and Watts, 1987, P.2). Interviewing is distinguished from conversation in terms of '[its initiation] by the interviewer for the specific purpose of obtaining research relevant information and focused by him on content specified by research objectives of systematic descriptions, predication or

explanation' (P.6). As Spradley (1979, P.11) suggests, 'Before you impose your theories on the people you study, find out how those people define the world'. Some methodologists (eg Reason and Rowan, 1981) would take this further and, in acknowledging the agency of the 'subjects', redefine them as 'co-researchers'. In the context of the research this recognises the continual negotiation which is carried on between the NAESS and its users and associates over the support offered.

The various approaches to interviewing must be considered before the most appropriate are chosen and developed. Powney and Watts (1987) offer a useful distinction between respondent and informant approaches. The former is characterised by the interviewer retaining control, by means of a set of questions. Intrinsically, it is the interviewer's issues that matter. The latter depends on the interviewer relinquishing control in order to allow the interviewee's issues to be raised. In effect, the interviewer is acting opportunistically by allowing discussion to range across the area of interest. For the current research the interview method was developed from the informant perspective.

8.2.2 Sample size

There is no established means of determining optimum sample size in interview research. In the current context the potential number of interviewees for some groups was very limited anyway. Where a group eg teachers, parents make up a relatively greater number it is reasonable when using an informant approach to limit sample size to that number of interviewees necessary to provide a good range of information. This is achieved by

checking that later interviews are providing only minimal information additional to that obtained in earlier interviews.

Sample size has an important influence on the way in which interview data is analysed. In the current context the main concern is with qualitative information. The relative importance attached to particular aims and issues by individual interviewees is more important, at this stage of the research, than, say, the numbers of interviewees raising particular matters.

8.2.3 Bias

In interview research bias is a major threat to the reliability of data. This is not to suggest that interviewer or interviewees set out to bias data, though certainly such a possibility cannot be ruled out. The potential for bias is perhaps greatest where interviewees (and indeed the interviewer) have conflicting vested interests, as is often the case for those involved with behaviour management in schools (Gray and Noakes, 1987). Brenner (1981) suggests that rather than attempting to eliminate bias researchers instead seek to acknowledge and diminish it. It is convenient to consider interviewer and interviewee bias separately.

i. interviewer bias Interviewer bias arises from a variety of sources which can be conveniently categorised in terms of personal psychological factors eg motives, expectations, attitudes, perceptions; and behavioural factors related to personal interviewing skills. The current section is concerned with the former and the next (8.2.4) with the latter.

The psychological factors may be diminished by employing a disinterested interviewer. However, even putting aside implications of cost and organisation such a strategy is inappropriate where the interviewer is required to provide contextual information to the interviewees. This necessity of itself creates the potential for bias through the selective provision of such information. Brenner (1981) suggests a list of actions an interviewer may take in such circumstances in order to limit bias;

- provide the same introductory information to each interviewee whilst taking into account their different perspectives.
- use prompt cards and other instruments as applicable.
- probe only in a non-directive manner.
- ensure a correct understanding of what the interviewee is saying.
- neither seek nor give unrelated information.
- when necessary seek to clarify, but only non-directively.
- be aware of, and reflexive in relation to, the interviewee's perspective. Is he/she likely to be threatened by the situation, or welcome the opportunity to talk? Is he/she likely to hold the interviewer in high or low esteem? What might he/she be looking to gain?

It is becoming clear that diminishing interviewer bias rests ultimately in the development of interviewing skills which are discussed in 8.2.4.

ii. interviewee bias Powney and Watts (1987) suggest that it is likely that interviewees will feel vulnerable and, as a consequence, be circumspect in their responses. Alternatively, interviewees may seek to

achieve their own ends through the medium of the interview. Or, may inadvertently mislead through lack of shared understanding between interviewer and interviewee. All three sources of interviewee bias have serious potential to occur in the current research, even within an individual interview.

Again the development of interviewer skills is the best way of diminishing bias. In this respect a useful starting point is communication skills in a general sense. Gordon (1974) adopts a Rogerian (Rogers, 1952) approach in his model of communication. This stresses the importance of respect, empathy and genuineness in eliciting full and truthful responses. By conveying respect the interviewer defuses any threat the interviewee may be feeling and thus leads to the potential for more assertive and less defensive responses. Empathy is allied to respect. Indeed, it would be difficult for an interviewer to convey respect in the absence of some understanding of how the interview may be feeling, not only about the interview but about the subject matter ie NAESS and behaviour management.

By conveying genuineness, Gordon suggests, the interviewer may attract reciprocal genuineness from the interviewee. Techniques to this end might include self-disclosure and humour. Though such strategies must be used with care as they may introduce interviewer bias.

In conclusion, '...each interview is dependent on the skills of the interviewer and the willingness of the interviewee'. (Powney and Watts, 1987, P51).

8.2.4 Interviewing skills

Interviewing is a specialised form of communication where the responsibility for facilitation rests entirely with the interviewer. Hence interviewer skills are crucial. Starting with personal appearance, the interview environment and moving into more complex communication skills the interviewer must at least be aware of the skills required so as to assess performance in gauging the value of the data obtained.

i. personal appearance Putting aside basic matters of personal hygiene and grooming the critical issues of the interviewer's appearance rests in dress. The aim may be construed in terms of the interviewee, beyond initial introductions, being unaware of the interviewer's appearance. Presented with a smartly, formally dressed interviewer some interviewees may feel that such an appearance reflects the interviewer's respect for them. Alternatively, other interviewees may feel intimidated or that the interviewer is 'putting on airs' or whatever. On the other hand a more casual appearance on the part of the interviewer may suggest a lack of seriousness, or even of respect. Alternatively, some interviewees may feel more comfortable with a casual approach.

Clearly, there are no hard and fast rules governing interviewers' personal appearance. However, by considering the alternatives interviewers are probably more likely to achieve the appropriate balance in order to facilitate the interview process.

ii. interview environment Only one interview environment was used not only for the interviews discussed in the current chapter but also for those throughout the thesis. All were conducted in the school, office or home of the interviewees. In such circumstances interviewees are likely to feel comfortable and, perhaps more importantly, that they retain a good degree of social control over the situation, for instance, by playing host. The advantages of such an interview environment centre on the interviewee's confidence enabling them to speak relatively freely. The disadvantages arise from the relative difficulty around the interviewer challenging the interviewee. That is, it is reasonable to expect that people are less willing to accept challenges in their own rather than in a novel environment. Further, interviewees may find it difficult to consider less familiar factors beyond the day to day boundaries of their own environment. Such disadvantages are of peripheral interest as the purpose of the interviews is more to elicit existing views than to enter a more developmentally focused debate.

iii. listening It is essential that the interviewer listens to what the interviewee says. Thus the interviewee will be encouraged to develop thoughts and the interviewer will be able to focus, to shift and to record accurately what is said.

A range of active listening techniques (Gordon, 1974) are available to the interviewer. These may be usefully divided into probes and prompts. A probe involves a neutral non-verbal or verbal interjection from the interviewer. That is one that does not influence the content of what the interviewee says. Probes can range from nods and grunts to checks for

meanings eg 'You mean...?'. There is a not altogether clear dividing line between probes and prompts. The latter have a clear effect on the content of the interviewee's response. Some prompts eg the questions themselves are essential. However, by prompting too much and deviating from the interview script the interviewer may shift the focus from the target issues and so distort the data. Though, in the current context this is not a serious problem as the aim is to identify rather than to quantify the issues raised.

iv. remembering It is likely that an interviewer will wish to follow up certain issues raised during the interview. Keeping notes of these is a reliable approach.

v. sensitivity to non-verbal cues Through good management of his/her own non-verbal behaviour the interviewer can help the interviewee to relax, or, if desired, to expand or to move on from an issue. At some points in the interview the interviewee may become uninterested or uncomfortable. By being sensitive to non-verbal behaviour the interviewer can gain useful cues about the conduct of the interview.

vi. empathy By conveying respect, genuineness and empathy for the interviewee the interviewer can facilitate a more straightforward and complete interview. This is especially important where powerful vested interests are likely to influence what is said.

vii. adaptability Of course the use of interview skills need to be adapted from person to person interviewed. Shifts in the interviewer's behaviour

in a wide range of respects are necessary. For instance, earnestness, sense of humour, formality. Probes, prompts and supplementary questions are adapted to the context brought by each interviewee.

viii. questions and layout Generally an interview which is smoothly handled is likely to be more fruitful than one which is clumsy. When recording comprises of note-taking management of the layout of the questions to be asked, space to record supplementaries and for recording what is said is an important consideration, especially when many interviews are likely to be conducted in easy chairs.

ix. handling bias Bias has already been discussed in a previous section. By asking the interviewees to consider not only their own but also others' perspectives, the interviews have the potential to uncover potential conflicts of interest and to help to resolve them by raising overall awareness.

x. ending the interview Ending an interview can be a problem when the interviewer and interviewees have regular contact after the interview, when interviewees wish to give their second thoughts. However, again this does not create difficulties as the evolution, not just a snapshot, of NAESS is the concern.

8.2.5 Administration and organisation

i. time allocation Before planning to carry out a series of interviews it is necessary to establish how much time will be available. This factor,

along with that of reliability arising from sample size, determines the number of interviews to be carried out.

ii. contacting potential interviewees Contacts with interviewees before the actual interviews are important not only in respect of ensuring that interviews take place but also of setting a context. By making initial contact by mail potential interviewees are given the opportunity to think about whether they wish to participate. Further, a relatively formal initial contact communicates the seriousness of the research. Subsequent telephone or face to face contact increases the likelihood of agreement to take part and gives the opportunity for further discussion of the purpose of the interview.

That is, the aims are to encourage participation and to make preparation for the interview.

iii. ending the interview As well as planning carefully the conclusion of the interviews themselves it can be useful to formally end informants' involvement with a letter, thanking them for their participation. This is especially so when the service and the interviewer will continue to work with informants who, it is reasonable to expect, will wish that their views be taken into account.

8.2.6 Recording interview data

How the interviews are recorded depends, in the main, on the form of analysis it is intended be applied to the data.

i. video and audio recording Using technology to obtain very detailed information about an interview can be useful. It offers the opportunity to revisit the interview generally as well as to apply detailed and complex analyses eg frequency counts on the data. However, interviewees unfamiliar with being recorded may become reticent and circumspect in their responses (Powney and Watts, 1987).

ii. pencil and paper Where it is inappropriate or impossible to use video or audio recording there remains the option of using paper and pencil. Within this option there is a range of possibilities. At one extreme informants' responses can be recorded against pre-determined categories. At the other, verbatim or annotated records can be made of the responses the interviewer decides are important at the time. The latter approach has the disadvantage of potential interviewer bias. However, it also has advantages. Firstly, it provides information which is open to further scrutiny (unlike recording against pre-determined categories) and analysis. Secondly, it is less intrusive of the interview relationship.

iii. elements of analysis The current interview data is analysed on the basis of the aims and issues associated with the work of NAESS. The analysis is more concerned with uncovering information than with measuring it and is well served by an informant interview approach. The methodology is more concerned to promote validity by seeking the maximum amount of information than with reliability of the data in any quantitative sense.

iv. recording bias There are a number of strategies that can be employed to reduce bias in recording. These arise and are developed from those

strategies discussed in 8.2.3 under the general heading of 'bias'. In choosing to use, for the reasons already discussed, paper and pencil to make verbatim and annotated records of what interviewees say, it is necessary to recognise that information is recorded selectively. It is this fact that underlies the problem of recording bias. The nature of the selections made depends on the perspective of the interviewer. Consequently, the best and most transparent means of managing recording bias is to make explicit the perspective taken. The wider and better elaborated the perspective is the better the record is likely to be. Anyone then scrutinising the research is able to do so both from their own perspective and that developed by the researcher.

8.3 The interviews

The previous section considers general issues in interviewing methodology in the light of the purposes of the initial stage of the research process. The current section presents more specific descriptions of the conduct of the interviews.

8.3.1 The informants

Informants were chosen from a range of NAESS users and associates from within the Education Department as well as parents and pupils. It was decided that, whilst the views of others eg from Health and Social Services are relevant, it is necessary to limit the boundaries of the research. Indeed as the research process develops increased focus on some elements of the work of NAESS leads to a reciprocal tightening of the boundaries of the

Table 8.1**Table of informants and interview schedule**

Informants	Interviews (summer term, 1988)
Children and parents	14 separate interviews with individual children and their parents
Mainstream teachers	3 separate interviews with headteachers 3 separate interviews with groups (5,5 and 6) of teachers
Educational psychologists	4 separate interviews with: Principal Educational Psychologist 2 Senior Educational Psychologist 1 Educational Psychologist
NAESS staff	5 separate interviews with: Heads of Service Deputy Head of Service 3 Support Teachers
LEA staff	4 separate interviews with: Area Education Officer Assistant Area Education Officer (SEN) Assistant Education Officer (SEN) SEN Adviser
Education Social Worker	1 interview with: Senior Education Social Worker
Total (interview 1 hour (approx) each)	31 hours
	nb those with children and parents were part of normal work responsibilities

research. This is justified only in terms of relevance to the general effectiveness of the service.

i. children and parents During the early stages of the service all children who became 'individual cases' and their parents were interviewed, as a matter of course, by the head of service and service educational psychologist (myself). A major focus for these interviews was their aims. In all, information from fourteen such sets of interviews are included for analysis.

ii. mainstream school staff

The headteachers of three schools (of the thirteen secondary schools to which NAESS, initially, was available) were interviewed individually. Groups of teachers (in total 16) from the three schools were also interviewed. Together they represented senior staff with curriculum and pastoral responsibilities, as well as more junior staff. In view of difficulties arising from school timetabling arrangements random selection was not possible. Headteachers were asked to identify a representative sample of their staff. In each case the school's special needs co-ordinator was included in the group.

iii. educational psychologists The four educational psychologists working in the area were interviewed.

iv. NAESS staff The head and deputy headteachers and randomly selected sample of three support teachers were interviewed.

v. lea administrative staff The Area Education Officer, the Assistant Area Education Officer with responsibility for special educational needs and the Assistant Education Officer with responsibility for special educational needs across all areas of the County were interviewed.

vi. lea advisers The County Adviser for special educational needs was interviewed.

vii. educational social workers The Area Senior Educational Social Worker was interviewed.

8.3.2 The interview format

An interview script was used. Its main function was as an aide memoire for the interviewer. Each interview centred on one two-part question seeking a statement of the interviewee's objectives for the service and their views about the objectives of others involved with the service. From this point the process of the interviews was dependent largely on the strategies used by the interviewer. Given the approach to interviewing adopted probing to elicit further responses and to check the meaning of responses were important strategies.

8.4 Interview data

8.4.1 Data analysis

The raw interview data consists of annotated notes and some verbatim quotations recorded during the interview. The analysis of the raw data goes through two main processes. Firstly, general themes and any anomolous responses are identified from the data from each group of respondents. To this end the data is reviewed on three separate occasions. This data is summarised in section 8.4.2. Secondly, the data, again group by group, is considered in terms of the aims of the service and some of the issues influencing its overall effectiveness (see chapter 5). The data is viewed from this perspective in tabular form (Tables 8.2 and 8.3) and discussed in section 8.4.3, with particular reference to its implications for the work of NAESS.

8.4.2 Users' and associates' views

i. children Phrased as it was the initial interview question attracted two main responses from children. The first group simply expressed the desire to be left alone:

'I don't want you to do anything. I wish everybody would
leave me alone.'
'I'd do better if you didn't interfere.'

The second group hoped that NAESS might help to resolve their problems with others.

'Sort out the teachers.'

'Help me with my parents.'

Underlying each of these types of initial response are other matters which may tell more about the views of children in relation to the work of NAESS. Common to all children interviewed was a high level of concern to shift the blame for any problems away from themselves and, usually, onto other people. Such attempts take many forms,

'He [my father] lost his temper.'

'They pick on me.'

'He pushed me.'

and so on.

Even where children accepted that their actions were leading to problems they were not inclined to accept responsibility.

'I do it [fight] when I lose my temper.'

'It [interfering with others' work] happens when I
can't do the work.'

Such a pattern of responses is consistent with Attribution Theory (Hewstone, 1989). That is, children attributing the causes of negative experiences to others and away from themselves. What is very noticeable is that the children did not conversely attribute the causation of positive experiences to themselves. Lack of positive self-attribution is associated with a low sense of self-efficacy (Bandura, 1986), which hinders personal autonomy.

Whether children are seeking autonomy through inappropriate means eg coercing others or are evading responsibility for their actions the central underlying issue for them is personal effectiveness.

Thus, the interview data in respect of children provides little information about the management of the issues influencing the achievement of NAESS aims. What the data does do, however, is to clarify NAESS aims. In order to 'meet children's needs' and to 'enable [their] full participation...' it is necessary that, rather than simply seeking to manage children's behaviour, the adults involved seek to enable children to manage their own behaviour.

ii. parents Whilst all parents interviewed expressed the wish that whatever NAESS does it is in their child's best interests parental views reflecting personal values and self-concerns dominated.

In relation to values some parents disagree with professionals about the nature and degree of their child's challenging behaviour, about proposed explanations for it, strategies to address it or consequences for it.

'When we were at school they didn't make a fuss about this [fighting].'

'We tell him to stand up for himself, and to take nothing from no-one.'

'I expect him to do what I say and I tell him to stand up for himself.'

For other parents the main problem is not so much disagreeing with the school and other professionals as feeling put down by them:

'They all just blamed us.'

'We know its our fault, the headteacher told us.'

(delivered 'deadpan')

As for the children, the parents' interview data is more associated with NAESS aims than with the issues influencing service delivery, particularly in relation to participation. The data suggests that this aim is potentially jeopardised through parents seeking to withdraw from the situation,

'Why should we go there [the school]? They don't listen to us.'

Or to persuade NAESS to take over at least elements of their role, and thus become dependent,

'I want you [NAESS] to deal with the school.'

'I am looking for support from you.'

Indeed some parents spent most of the interview talking about their own problems, quite separate from those surrounding their children.

Conflicts over values and therefore over aims with professionals and a focus on self-concerns are likely to constitute an obstacle between parents

and professionals over the aim of meeting children's needs. That some parents may seek support for themselves from NAESS raises the question of how much time it is reasonable for the service to expend in work with parents directly. The possibility that NAESS may undermine its own aims by allowing parents to become personally dependent on the service is real.

What emerges from the parent interviews is a reaffirmation of the aim to enable parental participation. The data itself provides useful information about the nature of that challenge.

iii. headteachers Headteachers' objectives for the service relate mainly to their school generally and to individual children. They see NAESS and their school working collaboratively towards those ends. Heads looked forward to NAESS helping their schools to 'increase [our] ability to reintegrate children ' and to 'maintain children in mainstream'. Their aims relate to:

- 'improving the learning environment'
- individual behaviour management programmes
- direct work by NAESS staff with children and families.

Despite headteachers' willingness to work positively with NAESS some were disgruntled at the lack of consultation prior to the establishment of NAESS. Perhaps in part for this reason they placed a clear onus on NAESS to do what was necessary to establish good working relations with them.

'NAESS must quickly and as a matter of priority get to know the school.'

'There is a need [for NAESS] to get to know the school before working on cases.'

'There should be respect for what the school's staff has already done and can do.'

Thus, there is a strong suggestion that the heads' view is that NAESS would operate as an additional, 'bolt-on' to the services they provide. Further, there is nothing to suggest that heads might anticipate NAESS helping their schools to develop ie change or make alternative provision.

Some heads went further and questioned the existence of NAESS,

'If we had an extra member of staff with the appropriate skills we could do a better job [than NAESS].

'Just give us the staff.'

However, one head did perceive benefit from '...dialogue with disinterested colleagues about what is going on in the classroom'.

In summary, against a background of compatible aims and a willingness to engage with NAESS headteachers' expectations of the service set significant challenges. For some, this begins with the questioning of the existence of the service. For most, there is an expectation that NAESS will enable them to do additional rather than different things. Only one, and only implicitly, acknowledges the possibility that NAESS staff may challenge the actions of school staff in pursuit of improving practice. For most, the over-riding concern is that NAESS respects the professional competence of

their staff. Of itself this is a perfectly reasonable aim. However, when professional competence becomes confused with existing practice challenges to service delivery arise.

iv. mainstream teachers The aims for and expectations of NAESS held by mainstream school teachers present the greatest challenge to the service. Unlike headteachers whose aims relate to developing school practice and to the needs of children most of their staff are more concerned with issues affecting themselves. There is an encouraging desire on the part of all teacher informants to learn about the service. However, beyond that the views they express challenge NAESS's intended ways of working in a number of respects.

Firstly, and in relation to the children concerned, teachers tend to see problem behaviour centred on individual children as the causal factor,

'...children with problem behaviour'

'problem children'

'drongos'

Coupled with the wish '...for children's behaviour to be near perfect' (following a prompt) and defining this in terms of the teacher's ability to 'present a lesson without interruption' it is clear that NAESS and school staff differ significantly in their views about aetiology of and aims for children's behaviour in schools.

Secondly, teachers' views about how NAESS might respond to referrals is at

odds with the service's intentions,

'NAESS to take responsibility for referred children'

'For children to be placed elsewhere'.

This suggests that teachers wish to be rid of some children rather than to work with NAESS to develop their approaches to behaviour management.

Thirdly, as with headteachers, teachers were concerned that NAESS '...respect what we have done in working with children with problem behaviour'. As with headteachers when professional competence becomes synonymous with existing practice the perception of respect can be hard to maintain. That is, if NAESS is to try to introduce alternative approaches.

Fourthly, and arising from the prevalent view that problem behaviour is not so much a professional challenge as an impediment to what teaching is really about (ie giving lessons), some teachers looked to NAESS for support for themselves,

'To provide support for staff, not just children's needs'.

As for parents such an expectation draws questions about the service's time allocation and the dangers associated with teachers becoming dependent on NAESS.

The teachers' responses raise factors relating to all the issues identified as influencing the effectiveness of the work of NAESS. There is a lack of

shared understanding generally. Specifically there is a tendency to exclude behaviour management, at least that of a minority of pupils, from the concern of the mainstream school. Even where some responsibility is accepted teachers may be inclined to seek to transfer this to the support service. Children's needs are identified in terms that attribute causation to within child factors. Thus, the focus on school and teacher factors is reduced making it difficult for NAESS to implement strategies that rely on teachers using additional or alternative approaches. There is little acknowledgement by teachers even when the matter was specifically raised, of the constraints set by the limits to NAESS resources. Responses tended to focus on schools' need for greater resources rather than on how to make best use of existing resources.

'We could do so much more with more resources.'

'How can we be expected to do our job when the lea won't give us what we need'.

Together the general lack of shared understanding between teachers in mainstream and NAESS, and some of the specific views of teachers around the issues influencing service delivery challenge NAESS in respect of liaison and of how to go about managing the changes demanded by service aims.

v. lea officers Given their central rôle in framing lea aims for NAESS it is not surprising that officers express views entirely congruent with those aims. Specifically, officers wish to permit NAESS '...freedom within the constraints of County policy to develop its own ways of working without interference'. An additional aim, 'To prevent exclusions from school' did

emerge during the interviews. In effect this latter aim may be construed simply as an element of the primary aim of meeting children's needs. However, then, as now, exclusion from school was a political issue and demanding of explicit attention for that reason.

vi. county adviser for special educational needs The adviser, like the officers, repeated the lea aims. However, she was prepared to go into greater detail. For instance, talking about,

'schools' recognition of the range of 'normal' behaviour and the ways in which schools contribute the children's behaviour problems'.

However, and despite such interest in changing practice in schools the adviser was more concerned to set constraints on the work of NAESS.

'NAESS needs to distinguish between long and short term objectives. That is, to start focusing on work with individual children and only then looking at enhancing the skills of school staff.'

'NAESS must negotiate provision in regard to the legitimate objectives of the others involved.'

Whilst it is appropriate that the adviser might contribute to planning service delivery some of the contributions made present problems. For instance, the first quotation above effectively separates managing children's behaviour from developing teachers' skills. It is hard to see

how it is possible to have one without the other, unless children are removed from their schools.

vii. educational social worker The area's senior educational social worker had two main aims for NAESS. Firstly, to help integrate children into their local schools and communities. Secondly, to work with families, including collaboration with his staff in cases of non-attendance. Beyond this he had no further significant views.

viii. educational psychologists Educational psychologists (ep's) viewed NAESS as a potential improvement in the provision available to schools and children, but as an addition rather than an alternative to the provision already available. That is, ep's were the professional group most closely associated with the transfer of children to residential special schools. Further, they did not believe that they had been facilitating children's placement in such provision in lieu of support in mainstream. Rather they hoped to see a continuation in the use of special residential schools,

'We don't want to throw out the baby with the bath water.'

It is perhaps understandable that ep's found it difficult to accept immediately the change in lea policy relating to integration. For NAESS however this had the potential to cause difficulties. If a powerful group like ep's were to continue to press for the use of residential school it would act against the aims of NAESS.

ix. NAESS staff At the time of the interviews NAESS staff were working on the clarification of service aims and means of operation. Also there was a

Table 8.2

**CHALLENGES TO NAESS AIMS ARISING FROM THE EXPRESSED VIEWS OF
SERVICE USERS AND ASSOCIATES**

<u>USERS AND ASSOCIATES</u>	<u>AIMS</u>			
	MAINTAINING CHILDREN'S SCHOOL PLACE	INVOLVEMENT	OPTIMAL USE OF RESOURCES	
Children	None	A great deal	n/a	
Parents	None	A great deal	n/a	
Head Teachers	Some	Some	Some	
Teachers	A great deal	A great deal	A great deal	
LEA Officers	None	None	n/a	
SEN Adviser	None	None	Some	
Education Social Worker	None	None	n/a	
Educational Psychologist	Some	None	Some	

Table 8.3

CHALLENGES TO SERVICE DELIVERY ARISING FROM A RANGE OF ISSUES

IN RELATION TO THE EXPRESSED VIEWS OF NAESS USERS AND ASSOCIATES

<u>USERS AND ASSOCIATES</u>	<u>ISSUES</u>			
	SHARED UNDERSTANDING	WHAT MAINSTREAM SCHOOLS DO	IDENTIFICATION OF SPECIAL NEEDS	WHAT SUPPORT SERVICES DO
Children	A great deal	Some	Some	Some
	A great deal	Some	Some	Some
	A great deal	Some	Some	Some
	A great deal	A great deal	A great deal	A great deal
Head Teachers				
Teachers	A great deal	Some	Some	Some
LEA Officers	A great deal	Some	Some	Some
SEN Advisers	A great deal	Some	Some	Some
Education Social Workers	A great deal	Some	Some	Some
Educational Psychologists	A great deal	Some	Some	Some

strong sense within the service of NAESS having to do battle with powerful elements within schools and the education department if aims were to be achieved. Users and associates were '...for us or against us', or '...good or difficult to work with'. There was strong interest in '...forging alliances' with '...sympathetic and, better still, powerful people'.

On the positive side such anticipation of conflict might help to bring together the staff of the new service, as would the working together on aims. However, to dichotomise users and associates in such highly simplistic ways as 'good and bad', 'for us or against us' does suggest a potential for difficulties in building positive working relationships.

So, support teachers' views about NAESS tended to focus in two areas. Firstly, the need to build a coherent set of aims and means to achieve them. Secondly, the need to anticipate and manage conflict with users and associates. Whilst the first is no doubt a good starting point the second is more double edged. That is, it may be difficult to establish just how real conflict is when it is construed in terms as simple as those expressed by NAESS staff.

x. groups' views about others' objectives Most interviewees adopted a fairly cynical view of the objectives of others, suggesting they were interested in promoting actions by NAESS convenient to themselves. So, for instance, school staff believed that the lea's main aim was to save money. NAESS staff believed that school staff wanted children removed. Parents believed that a school '...just want him out'. Inasmuch as what is convenient for one group may be inconvenient for another all interviewees

expected some degree of conflict around NAESS and its new approaches to behaviour management.

8.5 Interpreting the data

It is now useful to consider the data in terms of NAESS aims and the issues affecting the service's work, in order to discover where the greatest challenges are likely to arise. Tables 8.2 and 8.3 summarise the interview data in respect of aims and issues respectively. Informants' views are assigned to one of four categories in relation to the challenges they present to the achievement of NAESS aims and the implementation of the service's intended ways of working. The categories are:

- a great deal (of challenge)
- some
- none
- not applicable (n/a).

Interview data covers three superordinate aims:

- to promote integrated education
- to enable full involvement of all concerned
- to enable optimal use of NAESS resources.

Equitable allocation of resources did not arise in the data.

Interview informants gave their attention to four of the eight issues identified in the Literature Review as influencing the achievement of NAESS aims:

- shared understanding
- what mainstream schools do
- how special needs are identified
- what support services do.

A number of conclusions can be drawn from the data. Firstly, there is a lack of shared understanding about what NAESS might potentially do. Secondly, that involving parents and children fully in the process of behaviour management is challenged as much by their own views as by any other source. That is, the situation in which parents and children find themselves severely hampers their contribution to the resolution of problems. Thirdly, teachers in mainstream schools present by far the greatest challenge to the new service. They are also the group with which NAESS might expect to work the most.

The aim of providing an equitable service and the issues of the scope of special educational needs, information management and resource allocation, liaison and the management of change need more specific prompting in order to elicit responses.

The decision to focus further empirical work largely on NAESS's work with teachers and schools is taken on the basis of this initial interview data. The overall findings reported in this chapter are summarised in Table 8.4

Table 8.4**Summary of findings**

Group	Concerns	Possible responses
Children	<ul style="list-style-type: none"> - to be left alone - to divest self of specific responsibilities - to blame self for general sense of things going wrong 	<ul style="list-style-type: none"> - enable fuller involvement - aim for clear successes
Parents	<ul style="list-style-type: none"> - child's interests - disagreements with school - sense of feeling blamed - that NAESS act on their behalf 	<ul style="list-style-type: none"> - enable fuller involvement
Headteachers	<ul style="list-style-type: none"> - to work positively with NAESS - about lack of consultation about NAESS - that NAESS staff show respect for the efforts of school staff - that NAESS supports them through improvements with challenging existing practice 	<ul style="list-style-type: none"> - attention to all aims and issues, particularly: <ul style="list-style-type: none"> - shared understanding - allocating responsibilities
Teachers	<ul style="list-style-type: none"> - for effect of NAESS on themselves - challenge aims and theoretical basis of NAESS <ul style="list-style-type: none"> - primacy of within child factors - unrealistic aims - sharing responsibility - for respect and support from NAESS 	<ul style="list-style-type: none"> - attention to all aims and issues, particularly: <ul style="list-style-type: none"> - shared understanding - allocating responsibilities - identification of children's needs.
LEA staff	<ul style="list-style-type: none"> - general agreement over aims 	
NAESS staff	<ul style="list-style-type: none"> - to build a coherent set of aims and to achieve them - for conflict with service users 	

Chapter 9 Achieving broad aims

9.1 Introduction

The previous chapter has demonstrated that the issues raised in the Literature Review and responded to by the Northern Area Education Support Service (NAESS) in planning service delivery are congruent with the views expressed about behaviour support by users and associates. Though it is noted that not all aims eg equitable allocation of resources or issues eg information management and resources allocation systems were identified by informants. Later chapters will research further the service's ability to manage the issues in order to obtain maximum effectiveness within available resources. The current chapter, however, adopts a rather different focus. It is necessary, if it is to be argued that NAESS is broadly effective, to demonstrate that specific aims, relating to children's educational placement and financial costings have been achieved.

9.2 Methodology

The data in the current chapter provides a wholly quantitative perspective. However, anticipating further elements in the research process the discussion is more speculative. The approach is to compare outcomes, defined in terms of educational placements, for the time immediately prior to the establishment of NAESS and at various points thereafter. The data is obtained from Education Department and NAESS sources.

Precise costings for any of the provisions made are not available, mainly because different elements of the total costs are paid from different budgets. However, estimated costings serve the current purpose quite adequately, which is to relate changes in provision resulting from the establishment of NAESS to overall costs to the local education authority (lea). Of course, ultimately any benefits might be expected to accrue to schools and children.

Having considered the data in relation to educational placement it is necessarily also to consider the possibility of negative consequences of the achievement of that aim. Specifically, it is possible that more children may be excluded from school or that NAESS users may seek provision from other agencies whose work overlaps that of NAESS. Data and opinions from NAESS users and associates form the basis for discussion.

9.3 Data on broad aims

9.3.1 Educational placements

Table 9.1 shows that the numbers of children placed in special provision have been reduced substantially. The only provision for which this has not been the case is day special school. In this instance the numbers of children involved have been consistently low. Soon after the service started an independent day special school was established in North Warwickshire. Previously, the lea had had difficulties accessing such provision.

Table 9.1 Changes in the numbers of children placed by the lea in segregated, special provision as a result of emotional and behavioural difficulties.

<u>Type of provision</u>	Sept 1988	Sept 1990	Sept 1992	Sept 1994
on-site unit	12	0	0	0
off-site units	64	41	31	26
day special school	5	4	2	4
lea special residential	33	29	11	0
independent special residential	62	31	17	6
Totals:	176	105	61	40

Overall, the figures show a drop of over 75 per cent, from 176 to 40. The fact that the figures go down gradually disguises the immediate impact of NAESS. Following the establishment of NAESS only a very few children have moved into special provision, bar the service's off-site education centres, after receiving support. By Sept., 1994 none has moved to special residential placement, though a number have been so moved by the courts or social services department. Three have transferred to day special school.

The figures reduced gradually for two main reasons. Firstly, there was a population already in the special schools that would only slowly work its way through to school leaving or become subject to reintegration by NAESS. Secondly, even before NAESS was established the majority of children moving to special provision was of primary age. As initially the service worked exclusively with secondary age children it could be expected to have little impact on that majority.

The closures of the on-site unit and many of the off-site units were a major factor in reducing the numbers so placed. By maintaining off-site units only at its HQ and the original site of the primary unit the service could better manage such placements.

The drop in placements is initially greater with respect to independent rather than lea maintained residential schools. This is because the majority of children placed in the former had been of secondary age. The relatively small drop in numbers attending the lea schools reflects the continued transfer of primary aged pupils. In 1991 the lea maintained residential school for girls was closed following charges and later conviction against the headteacher for child sexual abuse. Obviously this had an effect on the numbers so placed.

9.3.2 Financial costings

(All figures are estimates and reflect 1992 costings)

In broad terms NAESS costs approximately £700,000 per year to run. This is around £350,000 more than the cost of the provision in its area prior to NAESS establishment. However, this must be weighed against savings the lea has made on other placements. Putting aside the fairly static use of day special school, savings of (at around £25,000 per place per year) around £2,325,000 per year are being made on residential school placement. Weighed against the costs of NAESS the total saving comes to almost £2,000,000 per year. It is illuminating to consider this in the context of overall lea spending. Having taken out the 90 per cent of the education budget delegated to schools this saving represents well over ten per cent of the remaining lea budget.

9.4 Data on related factors

9.4.1 Exclusions from school

If the behaviour of the children who might previously have gone to special school but now remain in mainstream is not effectively managed then it would be reasonable to expect a rise in exclusions from school.

It has proved difficult to obtain consistent reliable data on exclusions, in part as a result of changes in legislation and approaches to data collection. Consequently, the reliability and validity of the findings is enhanced by investigating the impact of NAESS on exclusions from two main perspectives. Firstly, in terms of figures showing total numbers of exclusions from secondary schools. Secondly, in more specific terms, looking at rates exclusion of children supported by NAESS, or reintegrated to school with support from NAESS following exclusion. In the national context, exclusion figures were rising during the period investigated (ACE, 1992).

Table 9.2 Exclusions of pupils from secondary schools in the Northern
Area of Warwickshire

1987		1988		1989	1990			1991			1992		
T	P	T	P	NAESS established	F	I	P	F	I	P	F	I	P
98	14	129	12		95	8	7	98	16	4	99	11	7

(see key overleaf)

T = temporary

P = permanent

F = fixed term (cf temporary)

I = indefinite (max. 6 months)

nb. due to availability the figures are for spring and summer terms only.

Whilst these figures do suggest a small overall rise in exclusions this is by no means conclusive. (The increase in temporary exclusions during 1988 was entirely accounted for by one small school with a new headteacher).

The most significant figure is the reduction in permanent exclusions.

Though it must be noted that the final outcome for children 'indefinitely' excluded is not recorded.

Looking more directly at NAESS's impact on exclusions there is evidence to suggest that the service is effective in preventing exclusion, and further, that following a permanent exclusion (generally of a child who has not been supported by NAESS) has a good record in facilitating the child's reintegration to another school. During the 1991/2 school year only one of the 15 children excluded permanently had previously been supported by NAESS. In that case the child had only days before been accepted by the NAESS Panel. He was quickly and successfully reintegrated into another local school. Of the remaining 14 children half were referred to NAESS, following their exclusion. All were reintegrated to a mainstream school. None was permanently excluded for a second time.

9.4.2 Referrals to other agencies

If NAESS does not provide a service adequate to the needs of its users it is reasonable to expect that they will seek a service elsewhere. Table 10.3 shows changes in referrals to related agencies during the period of NAESS operations. As data was not available from some the table presents the views of managers about changes in referral rates. Where more precise data is available it is used within the test.

Table 9.3 Changes in referrals to services and agencies whose context overlap that of NAESS.

Referral to from	EPS	CP	SSD	Psychiatry	BCH
Children	no change	more	more+	no change	no change
Parents	no change	more	more	no change	less
Schools	less+	more	more	no change	less

EPS = educational psychology service

CP = clinical psychology

SSD = social services department

BCH = Bramcote children's (psychiatric) hospital

Increases in self-referral by children and referral by parents and schools to clinical psychology and social services result, according to managers, from an increased awareness of child sexual abuse and the work of national organisations such as Childline and Kidscape. Such a client population does not overlap significantly with that of NAESS.

It is further worth remarking that almost a hundred children who might previously have moved to residential special school are living full-time within the Northern Area of Warwickshire. Of itself this fact might lead to an expectation of greater levels of referral to clinical psychology and social services. In that it is very unusual for a child to be referred to either of these services after receiving support from NAESS it would appear that NAESS is unassociated with increases in referrals to them.

Changes in referrals to psychiatry and the children's psychiatric hospital are particularly difficult to interpret. Ostensibly, referral to psychiatry is only through a child's general practitioner or a clinical medical officer. However, such referrals are frequently made at the direct request of a third party. The local consultant child psychiatrist believes that NAESS has been 'a useful addition' to the services available locally. She believes her patients have benefited from collaborative working and also that the reduction in the numbers of cases from the Northern Area in the hospital, particularly those presenting 'acting out' type, socially disruptive behaviour, has largely resulted from the availability of support from NAESS. (The figures are small but show a decrease from around five at any one time before NAESS to usually two more recently).

The group that reported the most significant drop in referrals related to behaviour management was the educational psychologists (e.p.'s). All e.p.'s reported a significant drop to 'almost none' or 'very few' such referrals and understood this to be a direct consequence of the work of NAESS. In fact two e.p.'s raised their concern about '...losing our skills in working with these children'.

In general, the available information suggests that NAESS has contributed to drops in referrals to the agency with whom its client group most overlaps ie educational psychology and that there is nothing that indicates that NAESS clients become involved with other agencies. Indeed taking the increase in potential client numbers into account it seems that NAESS prevents the need for referral to other agencies in many cases.

9.5 Discussion

The data presented gives a strong indication that NAESS has achieved the broad aims set for it by the lea, and has done so without negative consequences such as raised exclusion rates or referrals to other agencies. This is all very well except it raises further questions:

- What has been the effect of NAESS on service users
ie children, parents, and schools?
- Might similar outcomes have been achieved by other,
possibly less expensive, means than the establishment
of NAESS?

It is the first question that occupies the remainder of the current Part of the thesis. The effect of NAESS on its users is what underlies the data presented in the current chapter. It is conceivable that the changes achieved came about against the interests of service users whilst being, superficially, in the interests of NAESS and the lea. Such circumstances would hardly constitute the provision of an effective service.

The second question is more difficult. It is convenient for the research to accept that NAESS is a major influence on the data, and to note that the research is more concerned with how effectively NAESS operates than with whether the service ought to exist.

Chapter 10 Some further effects of Northern Area Education
Support Service

10.1 Introduction

The current chapter has a far narrower focus than the previous one. Its main concern is with whether the individual children to whom NAESS support is provided experience positive change. Two further matters influencing any judgement of service effectiveness are also considered. Firstly, 'normalisation' or the extent to which a child is excluded from normal school, peer group, family and community is investigated. Secondly, user satisfaction or the extent to which service users are content with the methods and outcomes of Northern Area Education Support Service (NAESS) work is determined.

If despite having achieved the aims as described in the previous chapter it is not possible to demonstrate that NAESS has positive effects in these respects it would be difficult to argue for the service's overall effectiveness.

These three outcome measures of demonstrable behaviour change, normalisation and user satisfaction are considered not only in general terms but also in relation to the effects on them of associated factors. The relationship between outcome measures and factors such as sex, age, duration of NAESS support, exclusion, attendance problems and involvement with the criminal justice system can assist in targeting areas for development of the service's work.

10.2 Methodology

10.2.1 NAESS files

NAESS files on children receiving individually focused support were designed not only to maintain an ongoing record of work and as a basis for planning interventions but also as a source of research data. A sample file is included in Appendix V. For research purposes the important parts of the files are:

- referral information
- file notes, which constitute, in diary form, a detailed account of all discussions relating to the case.
- behaviour management programmes and records of progress. These include very specific information about objectives achieved often involving detailed observation records of specific behaviours eg staying in seat, time on task.
- summary letters and reports. These include details of objectives agreed and responsibilities accepted by those involved, as well as details of progress.
- a record of case closure. All cases are formally closed as a result of:
 - child moving to another school or other placement.
 - agreement that the child's behaviour is now satisfactory and that NAESS support is no longer required to maintain the situation.

10.2.2 Sampling

Files used in the current research process were randomly selected from all

the closed case files. For practical reasons it was not possible to include working files in the sample. Cohen and Manion (1985) suggest that thirty is the minimum number for a sample to which statistical procedures are to be applied. In fact 48 files were used from a total of 193 ie around 25% of those available.

10.2.3 Summarising the data

Central to the methodology in the current chapter is the means by which the data from the files is obtained and presented. It would no doubt have enhanced the reliability of the data if it had been possible to compare the interpretation of it by more than one researcher. In the current context that was not possible. As a consequence it is necessary to interpret the data in fairly broad terms. That way the margin of error is reduced.

The information on file was categorised according to the following criteria:

i. documented progress Three categories were chosen to represent the range of the progress children made towards agreed objectives:

- minimal change or a deterioration in behaviour
- erratic or partial progress
- consistent progress leading to the achievement of objectives.

ii. normalisation The four categories used to describe children's educational placement reflect, from the perspective of individual children,

the overall outcomes reported in the previous chapter:

- moved to special school
- spent time at an off-site unit
- NAESS support maintained until child reach school leaving age
- case closed, and child's behaviour managed by school with no further support

There is some overlap of children's allocation to the categories.

iii. user satisfaction The satisfaction of the three main partners in each case - child, family and school - is ascertained on the basis of the support teacher's diary or case notes. Judgement is made about which of three grades of satisfaction best fits each case:

- low
- variable or equivocal
- high

10.2.4 Supplementary details

The file data is presented first in broad terms where all cases are aggregated to form totals. Such a presentation allows judgements to be made about the overall effectiveness of NAESS. However, in order to improve effectiveness it is useful to know which factors within a given case may be associated with outcome for good or ill. Such information can

aid targeting and planning service development. The factors were chosen on the basis of their face validity and reliability. Some, eg school attended, were rejected. That is, the figures for each school were so low as to make meaningful comparison impossible. The factors chosen were:

- child's sex
- phase at referral (first, middle, secondary)
- period of support (in terms)
- the presence of attendance problems (defined in terms of specified objectives relating to improved attendance)
- child spent time at an off-site centre
- whether the child had a court appearance
- whether or not the child has been subject to permanent exclusion from school.

10.3 The data

10.3.1 Broad outcomes

i. documented progress

Table 10.1 The degree of documented progress achieved.

minimal or a deterioration	2 (4%)
erratic or partial	18 (38%)
good and consistent	28 (58%)

ii. normalisation

Table 10.2 The extent to which children supported by NAESS became subject to segregated provision.

moved to special school	1
spent time at an off-site unit	10
support in mainstream	37
case closure	26
(left area	2)

nb. It is not possible to present percentage figures
as some categories overlap.

iii. user satisfaction

Table 10.3 The extent of user satisfaction apparent from the files.

	Child	Family	School
low	6	4	4
equivocal	3	3	4
high	38	40	39
(not applicable)	1	1	1)

It is difficult to establish criteria for effectiveness in relation to the data presented. In respect of changing children's behaviour Topping (1983) adopts the criterion of the rate of spontaneous remission. That is, the rate at which potential psychotherapy patients get better without intervention. This has been consistently found to be around 66% (Topping, 1983). Of course the children with whom NAESS works are not psychotherapy patients and differ from that group in a number of ways. Firstly, age group and gender proportions are very different. Secondly, the children nearly all spend much of the working day within an institution (school) that wishes to help them. Thirdly, the children generally do not volunteer for treatment and many wish to resist the idea that they have a problem in the first place. Putting aside such differences a percentage (58%) slightly below the spontaneous remission rate make good progress following NAESS involvement. However, this is supplemented by a further 38% who make some progress and only 4% where progress is poor.

In respect of normalisation (ie continues mainstream education) the current figures support the findings of the previous chapter which indicate that NAESS has been associated with few children moving out of mainstream schools. One area of concern in the figures is that less than half of the cases sampled were closed before the child left school. Quite apart from indicating difficulties in fully normalising arrangements in school such a figure suggests that the service is tying up time in long term cases and raises the issue of the optimal period of involvement by NAESS with a child, and of expediting case closure.

The generally high levels of satisfaction with NAESS indicated in the files

suggest that users are not only satisfied when progress is good but also when they feel that, despite the progress made, those involved have worked together effectively. Indeed, further perusal of those files which indicate low or equivocal satisfaction show that it is difficulties within the relationships between child, family and school rather than with NAESS per se which triggers dissatisfaction. There were two cases where the school appeared to reject any potential value in working with NAESS. This unusual phenomenon is investigated further using different research approaches, especially interviewing (see Chapter 13).

10.3.2 The influence of case related factors on outcomes

Tables 10.4, 10.5 and 10.6 respectively present data describing the effect of specific factors within individual cases on the three broad outcome measures of documented progress, normalisation (of schooling arrangements) and user satisfaction arising within the work of NAESS.

i. gender The first thing to note about the data on gender is the great disparity between the numbers of boys and girls with whom NAESS works on an individual basis. This finding is congruent with others investigating the gender of those children identified as presenting 'emotional and behavioural difficulties' (ebd) (Galloway and Goodwin, 1987).

Despite such congruence there is still the possibility, based on the fact that higher numbers of women than men receive psychotherapeutic interventions as adults (DSM-IV, 1994), that girls' problems are underidentified and consequently receive less attention.

Table 10.4 The relationships between degree of documented progress and a range of contributory factors in the context of each case.

		Degree of documented progress (N = 48)		
		i. minimal (N = 2)	ii. erratic (N = 18)	iii. good (N = 28)
<u>Sex</u>	Female	2 (N = 5)	1	2
	Male	0 (N = 43)	17	26
<u>Phase</u>	First	0 (N = 11)	1	10
	Middle	0 (N = 9)	3	6
	Secondary	2 (N = 28)	14	12
<u>Duration of case</u>	1 - 3 terms	1 (N = 21)	6	14
	4 - 6 terms	1 (N = 19)	6	12
	7 - 9 terms	0 (N = 4)	2	2
	10+ terms	0 (N = 4)	4	0
<u>Attendance problem</u>	Yes	1 (N = 17)	11	5
	No	1 (N = 31)	7	23
<u>Court appearance</u>	Yes	0 (N = 5)	3	2
	No	2 (N = 43)	15	26
<u>Exclusion</u>	Yes	0 (N = 18)	13	5
	No	2 (N = 30)	5	23

Table 10.5 The relationships between degree of normalisation and a range of contributory factors in the context of each case.

		Degree of normalisation (nb overlap, N = 48)			
		i. special school (N = 1)	ii. off-site (N = 10)	iii. mainstream support only (N = 37)	iv. case closure (N = 26)
<u>Sex</u>					
	Female	0	2	3	2
	Male	1	8	34	24
<u>Phase</u>					
	First	0	0	11	9
	Middle	0	3	6	7
	Secondary	1	7	21	10
<u>Duration of case</u>					
	1 - 3 terms	0	3*	18	19
	4 - 6 terms	0	5	14	5
	7 - 9 terms	1	2	1	4
	10+ terms	0	0	4	1
<u>Attendance problem</u>					
	Yes	0	4	13	3
	No	1	10	20	23
<u>Court appearance</u>					
	Yes	0	2	3	0
	No	1	8	34	26
<u>Exclusion</u>					
	Yes	1	8	9	3
	No	0	2	28	23

* - 2 left school
- 1 left the area

Table 10.6 The relationships between degree of user satisfaction and a range of contributory factors in the context of each case.

		Degree of user satisfaction (means, N = 48)		
		i. low (5)	ii. equivocal (4)	iii. high (N = 39)
<u>Sex</u>				
	Female	2	0	3
	(N = 5)			
	Male	3	4	36
	(N = 43)			
<u>Phase</u>				
	First	1	1	9
	(N = 11)			
	Middle	1	1	7
	(N = 9)			
	Secondary	3	2	23
	(N = 28)			
<u>Duration of case</u>				
	1 - 3 terms	0	1	20
	(N = 21)			
	4 - 6 terms	3	2	14
	(N = 19)			
	7 - 9 terms	0	0	4
	(N = 4)			
	10+ terms	2	1	1
	(N = 4)			
<u>Attendance problem</u>				
	Yes	3	3	11
	(N = 17)			
	No	2	1	28
	(N = 31)			
<u>Court appearance</u>				
	Yes	0	0	0
	(N = 5)			
	No	5	4	34
	(N = 43)			
<u>Exclusion</u>				
	Yes	3	3	12
	(N = 18)			
	No	2	1	27
	(N = 30)			

Secondly, the figures indicate that the degree of progress made by the girls is generally less than for the boys. It is prudent to be cautious about conclusions based on such a small number of cases. However, the figures do suggest that NAESS might make further investigation of the extent and effectiveness of its work with girls. This matter is not pursued further in the thesis as it falls outside the emerging main area of interest which is the service's relationship with schools.

ii. phase Whilst the figures do not suggest an association between phase and user satisfaction they do indicate a strong trend showing that the younger a child is the more likely s/he is to make good progress towards objectives and to have his/her education maintained within mainstream school.

It is difficult to draw conclusions from such findings. Some might argue that it is better to make more resources available where interventions are more likely to be successful ie with younger children in the hope that this will lead to a reduction of problems later, in secondary schools. However, others might argue for making more resources available where problems are most intractable ie older children in secondary schools. Putting this debate aside there are two actions NAESS might usefully take. Firstly, to ensure that its staff all have the opportunity to experience similar levels of success in their work ie not to restrict some to work only in secondary schools. That is, experience of success is likely to be motivating for support teachers. Secondly, to investigate further why secondary age cases are less likely to respond to NAESS support. (This area is beyond the scope of the thesis).

iii. duration of case It is difficult to draw any conclusions from the association between outcome and duration of case. Any differences are as likely to arise from other case specific factors than this. Consequently, it appears that case closure following negotiations with all involved is appropriate. However, the development of specific approaches to case closure may be worthy of investigation.

iv. attendance problems The figures suggest strongly that cases where poor or non-attendance is a major feature have a less positive outcome than those where attendance is at least satisfactory. This raises the question of whether it is appropriate for NAESS to expend its resources on children not attending schools and in circumstances where the outcome is not likely to be good. It may be argued that the Education Social Work Service (ESWS) might take on responsibility for ensuring attendance, and that this would be pre-requisite to NAESS involvement. However, traditionally those children described as 'school phobic' or 'school refusers' (Blagg, 1987) have drawn support from beyond the local ESWS. If NAESS decides not to become involved with such cases there is the likelihood that either they will not return to school at all or that they will be removed to some sort of special provision. Having accepted that NAESS should become involved with this group of children further problems arise. Firstly, it is not always easy to distinguish between the reasons for a child's non-attendance or the 'type' of non-attender s/he is. Secondly, it is likely that some poor or non-attenders who demonstrably do not experience strong aversion to school do still present behaviour management problems. The NAESS Panel makes decisions about cases where non-attendance is a primary issue in the following way:

- all cases where anxiety about or aversion to school is a factor are accepted.
- in other cases the ESWS is asked to investigate the case and to work on attendance prior to a decision being made by the Panel.

v. court appearance It is discouraging that none of the children who became subject to a court appearance had their cases closed before leaving school. This figure suggests that such cases present amongst the most severe challenges. The main conclusion to be drawn is that NAESS might usefully investigate, in collaboration with colleagues in the social services department and criminal justice system, further means of supporting the education of this group.

vi. exclusion There is the possibility that it is tautologous to say that a case involving exclusion of a child from school will show, at best, erratic or equivocal outcome. The very inconsistent criteria used by schools in deciding to exclude (ACE, 1992) also make it hard to draw definite conclusions from the data. One exception is the conclusion that exclusion as a behaviour management strategy is not generally associated with good outcome. Consequently, NAESS might usefully investigate strategies to reduce the incidence of exclusion. However, it is noted that exclusion rates in North Warwickshire are not problematic by national standards (see 9.4.1).

10.4 Summary

The data presented in the current chapter provides evidence both of a

general degree of effectiveness on the part of NAESS in relation to promoting behaviour change in children, maintaining children's education in mainstream schools and giving users satisfaction. Also, however, there are areas where the service might focus future development eg work with girls, older children, children not attending school satisfactorily, children subject to court appearance or exclusion from school.

In the context of the research overall the current chapter supports the previous two chapters in suggesting that NAESS structure and operations addresses the appropriate issues and can claim to achieve broad aims. Against this background, and before investigating some more specific elements of NAESS's interaction with its users and associates, the next chapter turns to the matter of whether any changes can be discerned in school practice associated with the work of NAESS.

Chapter 11 Changing school practice - referral patterns

11.1 Introduction

Much of the past investigation of change in the practice of teachers and schools in relation to the work of support agencies has focused on the implementation (eg Stufflebeam et al, 1971; Hord, 1988) or the generalisation (eg Stoker, 1987; Miller, 1994b) of very specific approaches. The current research adopts a rather different perspective.

The change in outcome, and moreover the achievement of the service's broad aims, described in earlier chapters does, in itself, suggests the possibility of reciprocal changes in what schools do. Such would be predicted by the theories (eg Bandura, 1986) on which the work of Northern Area Education Support Service (NAESS) is based. The current chapter seeks to identify broad based change in school practice, in terms of referrals to NAESS of individual children.

In order to argue that the work of NAESS is associated with positive change in school practice it is necessary first to demonstrate that referral is to some extent influenced by school as opposed to other, eg child, community, factors.

11.2 Methodology

Data in respect of patterns of referral was obtained from Education

Department and NAESS records. Potential for error arises from the comparison of Education Department data from before the establishment of NAESS and the service's own later data. There is likely to be less than complete overlap between the two sets of data for two main reasons. Firstly, NAESS provides a service directly to significantly greater numbers of children. Secondly, whilst inclusion within the NAESS data is based straightforwardly on the child becoming subject to support, inclusion within the Education Department's data demands a higher degree of judgement about whether behaviour management was the primary concern. Children were included when the educational establishment they attended explicitly stated its main function as working with children presenting emotional and behavioural difficulties. Such comparisons are used only in respect of some of the data. Their reliability can be demonstrated inasmuch as the findings are congruent with other forms of analysis used.

Various sets of data are analysed under four main headings:

- the influence of school factors on referral patterns
- changes in referral patterns following the establishment of NAESS
- continuing anomalies in referral patterns
- overall patterns of referral during NAESS's first five years

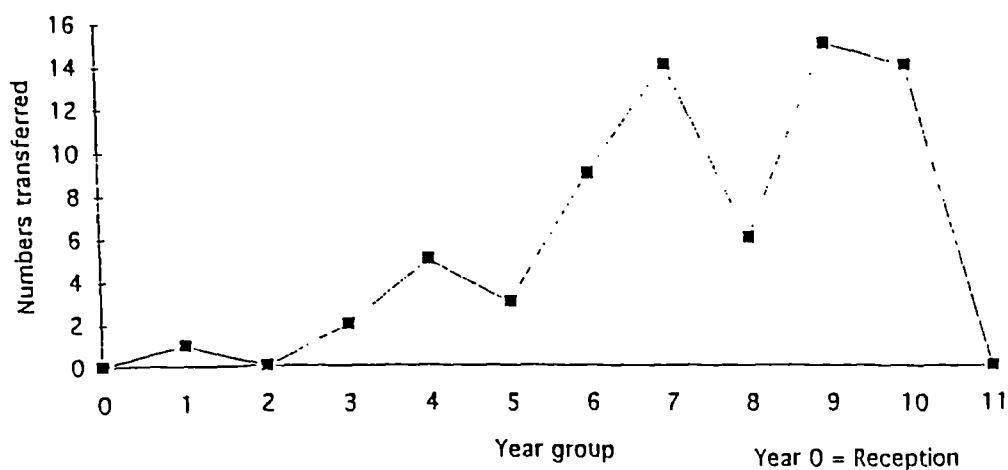
The first two headings cover the general matter of whether or not NAESS is associated with changes in referral patterns. The second two headings investigate more of the detail of which aspects of referral demand further attention as a part of service development.

11.3 Data on schools' patterns of referral

11.3.1 The influence of school and other factors on the referral of children presenting emotional and behavioural difficulties

The first data presented suggests strongly that school factors can influence referral.

Graph 11.1 The year group (Y) from which children transferred to special school (ebd) during a two year period (Jan., 1986 to Dec., 1987) prior to the establishment of NAESS



Graph 11.1 shows increasing numbers of children being removed to special school throughout each phase, though with some variation in the peaks. It is impossible to draw any conclusion other than that school, rather than,

say, child or community factors are behind this pattern. The pattern is consistent with schools at each primary phase referring children not simply because of current behaviour but also because of concerns for the future of the child, in another school. Indeed it is hard to offer a convincing alternative explanation.

Warwickshire local education authority (lea) allocates resources to schools on the basis of general incidence of special educational needs which correlate most closely with socio-economic factors measured by the numbers and proportion of children attending a school who receive a free lunch. That there is a positive and significant correlation between schools rankings on socio-economic factors and children moving to residential school ($\rho = 0.56$ where a score of above 0.48 is significant, $p < 0.05$) is demonstrated through the data presented in Table 11.1 (overleaf).

Despite the statistical significance of the correlation between transfers to special school and socio-economic proxy measure (free school meals) other patterns can also be seen in the data, relating to school practice. That is, there are anomalies. Taking both socio-economic ranking and rate of transfer per 100 children into account schools B, C, E and F appear to have more and schools H, J and N less transfers than would be expected. This suggests a dominance of school over other factors at least in some instances.

In summary the data in this section suggests that whilst socio-economic factors (as measured by free school meals) are a significant factor influencing the transfer of children to special school other school based factors also play a role and probably to a greater extent in some schools

Table 11.1 The numbers and rate per 100 of children transferring from mainstream secondary to special school (ebd) during a two year period (Jan.,1987 to Dec.,1988) prior to the establishment of NAESS.

Schools are assigned a letter and listed by number of children transferred. The number in brackets next to each school indicates its socio-economic ranking based on free school meals (1 = lowest proportion of children receiving free school meals).

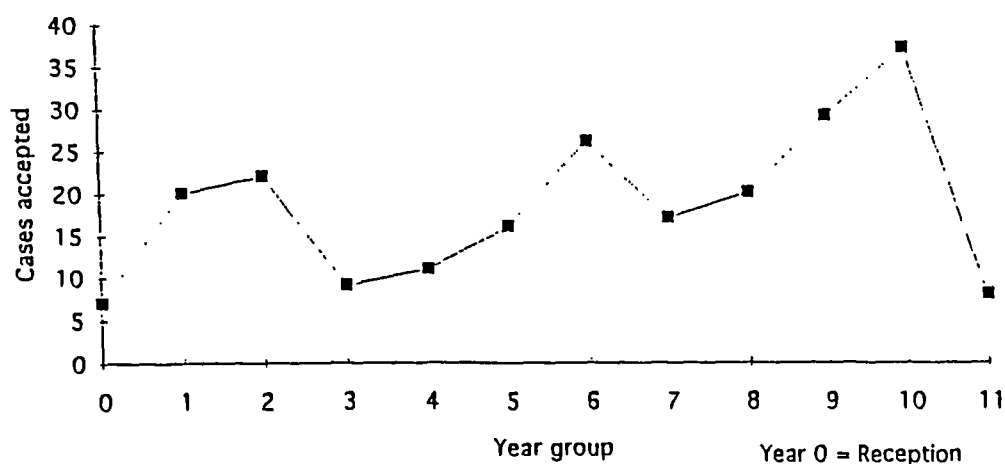
<u>School</u>	<u>Number transferring</u>	<u>per 100 pupils</u>
A (7)	5	0.21
B (5)	4	0.42
C (9)	3	0.24
D (4)	3	0.23
E (1)	2	0.27
F (13)	2	0.11
G (3)	1	0.13
H (2)	1	0.12
I (10)	1	0.08
J (6)	0	0
K (12)	0	0
L (11)	0	0
M (8)	0	0

than others. The data also serves as a baseline against which to measure any changes in patterns of referral following the work of NAESS.

11.3.2 Changes in referral patterns following the establishment of NAESS

As was indicated earlier there are differences between the groups of children transferred to special school prior to the establishment of NAESS and children who become the subject of NAESS interventions. However, they make the closest available comparison.

Graph 11.2 The number of children referred and accepted by the NAESS Panel during a five year period (Sept., 1988 to July, 1993).



The differences in numbers of children involved and periods over which the

data was collected between Graphs 11.1 and 11.2 are not important. Rather it is the variation in shape between the graphs which most strongly demonstrates the changes in schools' patterns of referral. These changes show two main elements. Firstly, whilst referral continues to rise through each phase it troughs in Graph 11.2 where it peaked in Graph 11.1. That is primary schools appear to be holding back from referring children who are about to transfer, allowing the next school the opportunity to use its approaches to behaviour management before seeking support from NAESS. Secondly, the rate of referral rises much more slowly from phase to phase. (It is likely that the remaining rise in referrals, from phase to phase, based on aggregated figures, is consequent on NAESS not working with primary schools during the first two of the five years).

Comparing the data in Table 11.2 (overleaf) with that in Table 11.1 shows a rise from $\rho = 0.56$ to $\rho = 0.84$ (0.48 shows a significant correlation, $p < 0.05$) in the correlation between socio-economic factors (measured on the basis of free school meals) and rates of identification of children as having emotional and behavioural difficulties. That is, in addition to demonstrating a clear association between referral patterns and the work of NAESS, there is an indication that there is also an association with increasing consistency of service delivery across phases, year groups and in terms of socio-economic factors.

However, despite such improvements anomalies in service delivery continue to exist and are examined next.

Table 11.2 The number of new cases with which NAESS worked from thirteen secondary schools over a period of five years (Sept., 1988 to July, 1993). The totals and rate per 100 children are also given. The numbers in brackets beside the letter assigned to each school shows its socio-economic ranking based on free school meals.
(1 = lowest number of free school meals).

<u>School</u>	<u>1988/9</u>	<u>1989/90</u>	<u>1990/1</u>	<u>1991/2</u>	<u>1992/3</u>	<u>Total</u>	<u>per 100</u> <u>pupils</u>
A (7)	14	6	4	7	11	42	0.69
B (5)	11	2	2	6	4	25	1.05
C (9)	5	3	2	2	1	13	0.35
D (4)	7	0	2	2	6	17	0.52
E (1)	17	2	4	4	4	31	0.69
F (13)	3	0	1	0	2	6	0.13
G (3)	4	2	1	1	2	10	0.53
H (2)	7	3	3	2	0	15	0.69
I (10)	6	1	1	3	4	15	0.46
J (6)	6	1	2	2	3	13	0.46
K (12)	1	1	0	0	0	2	0.06
L (11)	0	0	2	0	4	6	0.20
M (8)	1	3	4	1	1	10	0.21

11.3.3 Continuing anomalies in referral patterns

Table 11.2 continues as the focus for discussion based on anomalies between socio-economic ranking and rate of referral. School B continues to stand out as one that makes more referrals than might be expected on the basis of socio-economic ranking. However, its overall use of the service is distorted by a very high level of referral during NAESS's first year. When a new headteacher was appointed for September, 1989 its referrals trailed off significantly. (This is yet another indicator of the influence of specific school factors). To a lesser extent than School B, School A also stands out as having used NAESS services quite heavily. The reason for this is a good example of why such data needs to be treated with caution. School A has received, over an extended period twelve children who had been or were about to be excluded from other schools. On that basis its demands on NAESS resources appear less excessive.

As well as showing a reduction in the numbers of secondary schools anomalously referring larger numbers of children there is also a reduction to just one, School K, that refers relatively very low numbers of children. It may be argued that some degree of anomaly, so long as it does not apply consistently to the same schools, is to be expected and even welcomed as an opportunity to develop new ways of working. However, it is necessary to consider also the consistency of service to primary schools. Given the relatively larger number of primary schools than of secondaries it is possible to present data relating to their referral rates in a different form, using a sample of ten schools matched for phase ie middle (Y4 - Y7) size (175 - 225 pupils) and socio-economic factors (number of children receiving free school meals).

Table 11.3 The numbers of children referred to NAESS by ten matched middle schools during a three year period.

Number of children referred

<u>School</u>	<u>1990/1</u>	<u>1991/2</u>	<u>1992/3</u>	<u>Total</u>
Q	3	4	6	13
R	1	4	7	12
S	1	6	0	7
T	1	2	3	6
U	3	0	1	4
V	0	2	1	3
W	0	0	2	2
X	0	0	2	2
Y	0	0	0	0
Z	0	0	0	0

The figures in Table 11.3 indicate again the apparent differential influence of school factors on referral rates. At one extreme two of these ten matched schools referred thirteen and twelve pupils each whilst at the other extreme two made no referrals at all. In fact around 35 per cent of all primary schools have never sought NAESS support in managing the behaviour of individual children. That so many schools manage their children's behaviour without support from NAESS begs the question of whether there is a need for the service at all. In spite of the positive changes associated with the work of NAESS eg achievement of aims related to children's educational placements, financial costings and equitable

allocation of resources might a major effect of the service be to deskill teachers and make schools dependent? That is, anomalies in service delivery may result at least in part from influences directly attributable to NAESS itself, such as the promotion of deskilling and dependency. This matter is pursued in future chapters. For now further data on referral and case acceptance is presented and discussed.

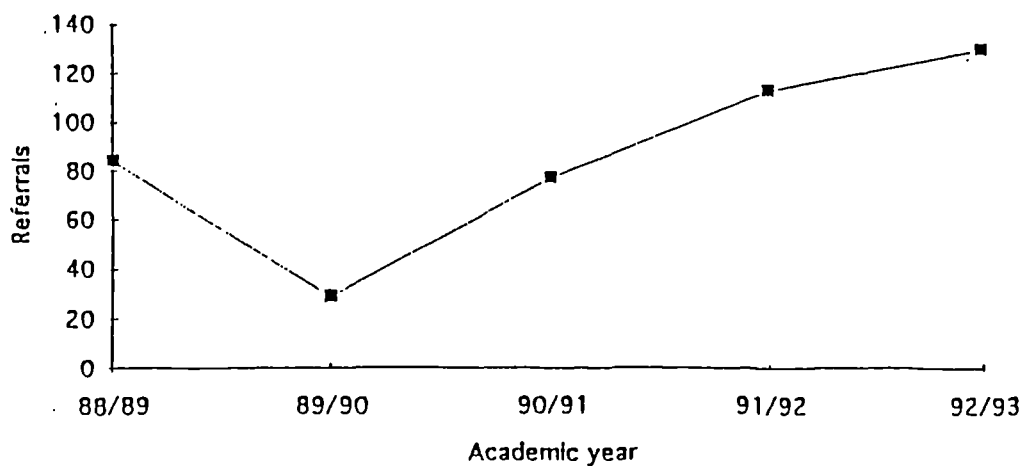
11.3.4 Overall patterns of referral and case acceptance

A critical element in the operation of NAESS is that the service works from the basis that it constitutes all resources available to support behaviour management in schools across the area. As a consequence it is necessary that NAESS responds to all referrals judged appropriate by the Panel. In that referrals are in part the consequence of school-related factors it follows that NAESS must somehow manage those and other factors to ensure that all appropriate referrals receive an appropriate response.

In order to adequately address how this is achieved it is necessary to consider all the issues affecting the achievement of service aims. For the time being data indicating patterns of referral and case acceptance gives guidance as to which factors may usefully receive greatest attention.

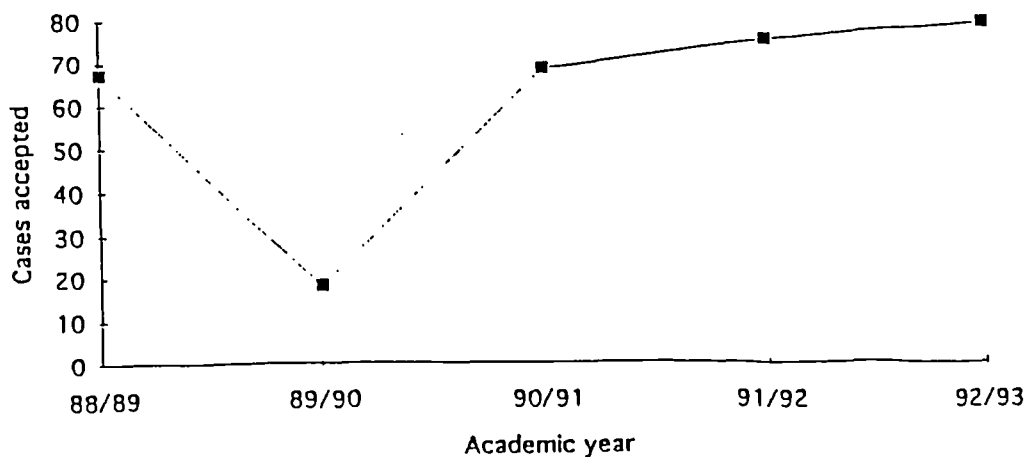
The data is presented in the form of six graphs and then discussed.

Graph 11.3 Total numbers of children referred to NAESS
over a five year period.



nb. NAESS began to work with primary age children in 1990/91

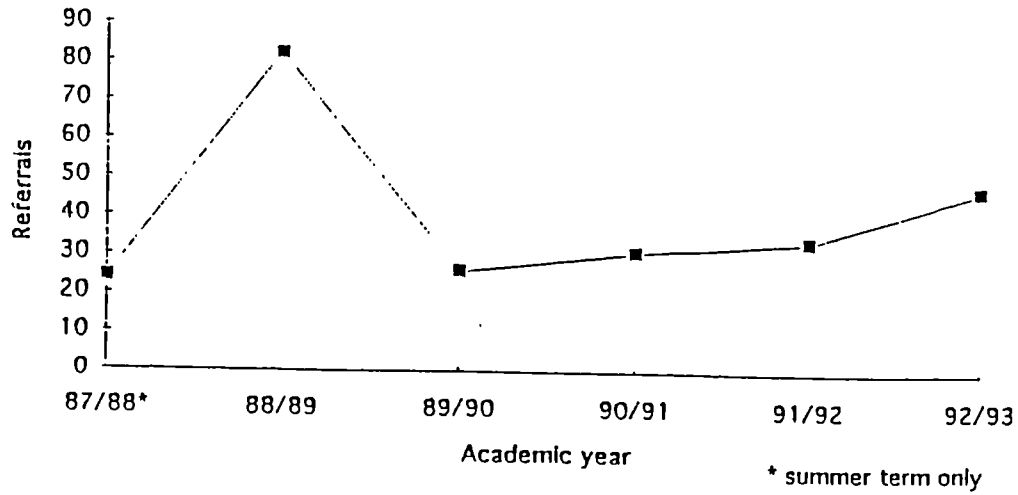
Graph 11.4 Total numbers of case accepted by the NAESS Panel
over a five year period.



nb NAESS began to work with primary age children in 1990/91

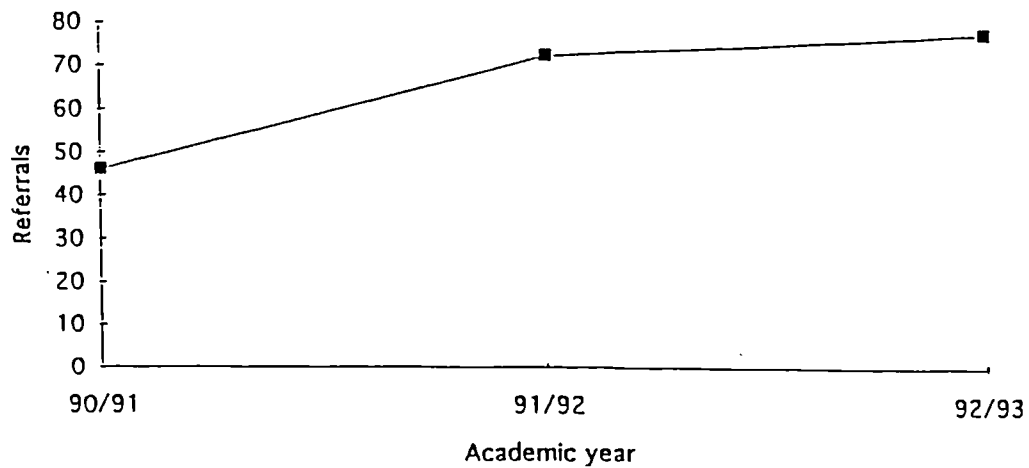
Graph 11.5

Total numbers of children referred to NAESS by
secondary schools over a five year period.

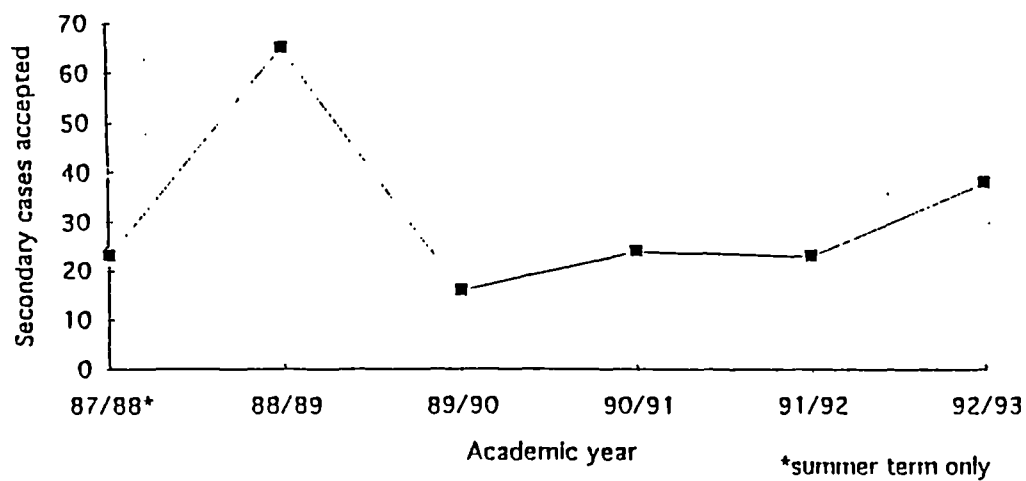


Graph 11.6

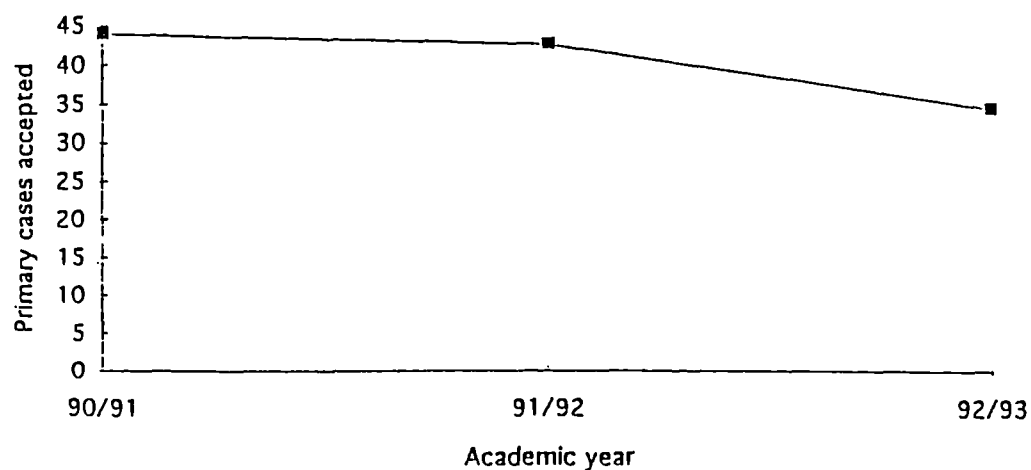
Total numbers of children referred to NAESS by primary
schools over a three year period



Graph 11.7 Total numbers of secondary cases accepted by the NAESS Panel over a five year period.



Graph 11.8 Total numbers of primary cases accepted by the NAESS Panel over a three year period.



The overall pattern shown by the graphs is of increasing rates of referral and decreasing rates of case acceptance. The graphs further show, however, that the overall pattern actually operates differently in relation to primary and secondary schools. Whilst a smaller rise in secondary referrals is matched by a parallel rise in case acceptances primary schools show a greater rise in referrals and a falling off of case acceptance. In such circumstances it may be expected that primary schools will begin to feel a sense of rejection by NAESS and to respond to that. In order to avoid this various strategies are available including meeting the school's head to discuss referral and offering alternative services eg INSET, project, social skills training.

11.4 Summary and discussion

The data presented in the current chapter has been used to support the following argument: Firstly, that rates of referral of children said to present emotional and behavioural difficulties (ebd) by their schools depend in part on factors within schools. Though other factors, eg socio-economic, also exert an influence. Secondly, that NAESS is able to exert influence over patterns of referral so that consistency, and thus equity, across year groups and in respect of socio-economic factors is increased. Setting these findings alongside those in the earlier empirical chapters it is hard to resist the conclusion that something in school practice has changed. Before pursuing such changes in more detail it is important to acknowledge that, whilst overall NAESS may be achieving some greater degree of consistency of service, anomalies do remain.

So far the research has concentrated on the achievement of aims; whether they relate to service aims themselves, changes in behaviour, user satisfaction or changes in school practice. One difficulty with aims is that they are one dimensional and so fail to encompass the interactions that produce outcomes. From this point the research process shifts its perspective so that aims are generally put aside and the attention switches to the interaction between NAESS and its users and associates.

12.1 Introduction

Investigation of interactions differs from that of aims mainly as a consequence of the increased complexity of the subject matter. By construing the interactions between NAESS and its users in terms of the issues that influence service effectiveness the huge array of potential data can be reduced to something more manageable. The overall dynamic can be described in terms of the views and expectations of those involved around the issues.

The current chapter describes the first stage of the investigation of the overall interaction. Questionnaires are used to elicit views and expectations around the issues from pupils, parents, school teachers and support teachers. The approach takes a broad sweep attempting to establish which views and expectations around which issues might yield the most salient information through further research to be described in subsequent chapters.

The issues:

- shared understanding
- what mainstream schools do
- how children's needs are identified
- information management and resource allocation systems

- what support services do
- liaison

Two issues, the scope of special education and the management of change are not amenable to investigation through the questionnaires used.

12.2 Methodology and procedures

12.2.1 Respondents

Respondents were pupils, parents, school teachers and support teachers. Selection of respondents was achieved by cluster sampling (Cohen and Manion, 1985) where a random, representative set of individually referred children was chosen. The group or (cluster) of respondents was made up from all cases accepted by the May, 1993 and February, 1994 NAESS Panels. In total thirty one cases were selected. However, as a result of NAESS's minimal involvement with four, twenty seven cases were used in the research. This provided a representative sample across ages of children and phase of school.

12.2.2 Questionnaire design

i. general considerations Cohen and Manion (1985, P.103) quote Davidson (1970) on the qualities of a good questionnaire:

'It is clear, unambiguous and uniformly workable. Its design must minimise potential errors from respondents... and since people's participation... is voluntary, a questionnaire has to help in engaging their interest, encouraging their cooperation, and eliciting answers as close as possible to the truth.'

The issues in good questionnaire design are very similar to those effecting good interviewing and discussed in detail in Chapter 8. However, there are some differences also.

Firstly, whilst interviewing allows for a degree of latitude for the interviewer in terms of prompts, probes and supplementary information and for the interviewee in terms of questions and responses, this is not possible in respect of questionnaires. Good questionnaire design demands that respondents are allowed little latitude. Otherwise, the data would not provide a basis for meaningful comparison between individuals and groups of respondents.

Secondly, questionnaires, beyond the confidentiality enjoyed by interviewees, provide a high degree of anonymity to respondents. Whilst it has been necessary to use a record keeping system that does make the identification of respondents possible all respondents were assured that this would not be used to identify them. Questionnaire respondents are as likely as anyone to represent their views and expectations on the basis how they prefer to perceive themselves rather than on their actual behaviour. However, they are likely to feel less constrained than interviewees by virtue of relative anonymity.

Thirdly, whilst in interviewing the way in which the interviewer presents him/herself and the questions can be adapted to the situation, there can be no such flexibility in the presentation of questionnaires. It is useful to design a questionnaire with the following points in mind.

- avoid asking leading questions which encourage respondents to answer in one direction
- avoid confusing or irritating respondents with jargon, complex or 'highbrow' questions, negatively phrased questions or even unusual phrasing
- use a covering letter sent with the questionnaire in order to excite interest. This may be supported by also seeking respondent's help and by emphasising the importance of their views to the research.

Further, respondents may be encouraged to perceive potential benefit to themselves, of completing the questionnaire

- where possible, have questionnaires delivered and collected by hand by people able to provide supplementary information and even assist with completion. Such an approach carries risks arising from the possible differential influences on respondents by those assisting. However, in the light of previous experience of very low return rates of questionnaires sent to schools the decision was taken to ask support teachers to assist in distribution, completion (where necessary eg with some children and parents) and collection of questionnaires.

Incidentally, this produced further benefits. Support teachers became less anxious about the whole procedure and felt able to assure other respondents that there was no intention to make judgements about individuals arising from the questionnaires.

ii. the questionnaires It was necessary to make four versions of the questionnaire, one for each group of respondents. The differences reflect their different contexts, knowledge and experience of NAESS and its approaches. Variation exists within as well as between the groups. This is greatest for the children, mainly in respect of their ages. The questionnaire for this group was designed to be most suitable for upper primary and secondary aged pupils. That meant that younger or less literate pupils relied heavily on assistance from support teachers when completing questionnaires.

Use of a simple format relying on yes/no responses and using tick boxes is both easiest to complete and to analyse. However, the purpose of the current questionnaires rests more in the identification of trends than of statistically significantly, firm conclusions. Consequently, respondents were asked not only the direction but also the strength of their views and expectations. A five point scale was used for the majority of the responses where continua; negative-positive, little-much, low-high, represent views and expectations, as appropriate.

All questionnaires, except those for children, encouraged respondents to make any comments they felt might be useful to the research.

iii. the questions The majority of questions, and all for school and support teachers, focus more on elements of the process of NAESS's work than on its outcomes. However, questions relating to changes in behaviour and relationships are included for parents and children. Together, the questions seek views about the issues influencing the quality of service

delivery and outcome. Whilst most questions ask directly for respondents' views one, included for school and support teachers only, acts as a window on the actual extent of their shared understanding around one critical factor. That is, by asking for their views about influences on the aetiology of problem behaviour. Any significant differences in responses to this question may be interpreted as an indicator of lack of shared understanding about a factor likely to influence many others. If people do not share a view of how difficult behaviour arises it is hard for them to share a view of what responses to it may be appropriate.

Factors considered are listed under the headings of six of the eight issues. The scope of special educational needs and management of change issues are not amenable to investigation by a relatively simple questionnaire, at least in any meaningful way.

Table 12.1 Issues and factors investigated by questionnaires

<u>Issue</u>	<u>Factors</u>
Shared understanding	<ul style="list-style-type: none"> - NAESS rationale - NAESS framework - NAESS programmes - Aetiology of behaviour
What mainstream schools do	<ul style="list-style-type: none"> - Work with parents - Contribute to intervention planning - Carry out agreed actions - Work with support teachers

Identification of children's needs	- Aetiology of behaviour
Information management and resource allocation	- NAESS programmes - Carrying out agreed actions
What support services do	- Listen and consider others' views and suggestions - Offer clear programmes of action - Contribute time - (Are associated with improved outcomes)
Liaison	- Listening - Offering clear views and suggestions - Based on shared understanding - Relationships - Agreeing responsibilities and actions

(The questions for each group of respondents and a summary of their responses is included in Appendix VI.

12.2.3 Distribution and collection of the questionnaire

As indicated earlier the questionnaires were distributed by the NAESS support teachers involved with each case. They were also able to introduce, discuss and, where necessary, assist in the completion of questionnaires. Discussion with support teachers prior to their delivery of questionnaires focused on the need to avoid their leading of responses either actively through encouragement or more passively through the explanations or examples they may give. A principle of minimal involvement was established, and the actual extent discussed once questionnaires were returned.

All questionnaires were sent out with a covering letter requesting prospective respondents' involvement and an envelope in which to return the completed questionnaire, confidentially, via the support teacher.

Questionnaires were distributed between four and eight weeks after the support teacher had become involved in order to allow time for views and expectations to reflect respondents' experience of the interactions between them.

12.3 Results

12.3.1 Response rates and assistance given to respondents by support teachers

i. response rates The governments' Office of Population Censuses and

Surveys suggests that an initial 40% response rate can usually be raised to around 75% by follow-up requests in postal surveys (Cohen and Manion, 1980). Despite distribution and collection by hand response rates for two of the respondent groups fell well below that latter figure.

From the twenty seven sets of questionnaires distributed the returns received are shown in Table 12.2

Table 12.2 Questionnaires completed and returned by the four groups of respondents

	No. returned (of 27)	Percentage
Teachers	18	67%
Support teachers	21	78%
Parents	9	33%
Pupils	10	37%

Whilst the responses received from parents and children are used in the subsequent discussion perhaps the main conclusion to be drawn from their response rates is that an alternative questionnaire or even a different research approach is required if fuller information is to be obtained from them.

ii. assistance given to respondents by support teachers All the support teachers involved reported that they had had to provide no assistance to respondents beyond assurance that the questionnaires would not be used to make judgements about identifiable individuals and some explanation of the instructions for completion. Where support would have been necessary in the form of reading or discussing questions the questionnaire was, in all

cases, quickly abandoned in order to avoid unhelpful debate. This is one reason for the low return rate for parent and pupil questionnaires.

12.3.2 Data analysis

The first step in the analysis of the completed questionnaires was to summarise the number of respondents opting for each possible response. The data is presented in this form in Appendix VI.

The data is further analysed by means of a series of tables. The first summarises the data in broad terms in relation to the overall tone (positive-negative) of the responses of each group in respect of four of the five issues investigated. Subsequently, comparisons within and between the groups of respondents are made.

Table 12.3 Summary of questionnaire data

Respondents/ Issues	Children	Parents	School teachers	Support teacher
Shared understanding	+	+	+	+
What mainstream schools do	o	+/o	+	+
Information management and resource allocation	n/a	+/o	+	+
Liaison	+/o	+/o	+	+

- + - generally positive responses
- +/o - equivocal though tending towards the positive
- o/+ - equivocal, though tending towards the negative (not used)
- o - generally negative responses
- n/a - not applicable

A number of points are suggested by this overview of the data. Firstly, further indication of general satisfaction with the work of NAESS. Secondly, however, it is noted that the level of satisfaction tends to diminish in proportion to the level of influence held by each group. These trends are further illustrated by Table 12.4 which shows the percentage of the responses made by each group in relation to the extent of their positive/negative character (1 = most negative to 5 = most positive).

Table 12.4 Overall positive/negative character of all responses by each group

Group	negative			positive	
	1	2	3	4	5
Support teachers	3%	6%	11%	25%	55%
School teachers	6%	7%	12%	19%	55%
Parents	7%	16%	10%	14%	53%
Children	2%	10%	19%	35%	35%

The third point about the summary data is that it fails to describe the most meaningful findings. They relate to the similarities and differences of views within and between groups and to the extent to which the views expressed are congruent with other data eg in relation to degree of shared understanding within the whole context. The former matter is addressed now

through further representations of the data. The latter must wait until later.

Having established a generally positive view of the work of NAESS in respect of the cases sampled it is potentially useful to identify specific parts of the data that do not fit this pattern. This can be achieved in respect of negative and equivocal responses for each group and of where improvements are identified following NAESS involvement.

Table 12.5 Factors giving rise to negative responses

<u>Group</u>	<u>Factors</u>
Support teachers	none
School teachers	Parents' cooperation, prior to NAESS involvement Child's responses, both prior to and following NAESS involvement
Parents	Schools' response to them, prior to NAESS involvement Child's efforts (despite progress)
Child	Own efforts (despite progress)

These results give rise to two main points. Firstly, that there is a strong need for support for schools and parents of children presenting difficult behaviour in terms of building their positive working relationship and that NAESS does appear to provide such support quite effectively. Secondly, that children appear to be only passively involved. That is, they respond, to some extent, to what is done to and for them by the adults involved, but fail to match up to anyone's wishes, including their own. It may be that children's aims and the means to achieve them are not adequately established and are effectively subordinated by the aims of the more powerful adults.

Table 12.6 Factors giving rise to a high degree of spread in responses within groups

<u>Group</u>	<u>Factors</u>
Support teachers	Effort on the part of the child and family Aetiological factors in the development of children's problem behaviour
School teachers	Effort on the part of the family before NAESS involvement Effort on the part of the child before and after NAESS involvement Aetiological factors in the development of children's problem behaviour
Parents	Effort on the part of the school prior to NAESS involvement Changes in their child's behaviour

Children Generally, very consistent responses within the group.

Spread in responses to questions about own and others' apparent commitment may be reasonably expected to vary. The most interesting finding is in regard to support and school teachers' views about the salience of various potential factors influencing the child's behaviour. Again some variation may be expected from child to child. However, if that were the case here we would expect to see greater consistency between the views of those involved in any given case. There is no such consistency. Such differences in opinion are likely to be a significant influence on the progress of a given case and of the work of NAESS generally. That is, people's beliefs about why a child behaves as s/he does will impact on their explanations, attributions (of responsibility) and proposals for intervention. The ways in which special educational needs are identified and characterised are at the heart of the extent of the shared understanding of those involved on how to act. There is the clear danger that, at least for some of the time, NAESS is working on the basis of a false consensus. It appears that this false consensus favours those in the most powerful positions ie adults and fails to include adequately the child.

The comments of parents and teachers provide more data on these matters of explanation and attributions as well as on other factors. They are discussed next prior to summarising the questionnaire data in relation to the issues which influence the work of NAESS.

12.3.3 Respondents' comments

i. parents

'N. seems very happy at her new school, but it only takes a little problem to put her back to square one. We have found the support we are getting both at school and at home very very useful.'

'I must admit that I said that the way the caseworker [support teacher] was doing things would not work. But J. has seemed to settle a bit better and gets on with his work better than before.'

'I have found S. to have become more placid and his attitude has completely changed for the better. Though he does fly off the handle quite quickly if he knows he is not going to get his own way, but soon realises that I am going to stand my ground and not give in. S. is really a different person to what he used to be.'

Despite the questionnaires being distributed during the first term of NAESS involvement parents made generally positive comments focusing on their perception of outcomes already achieved. Two of the three examples given provide evidence of change on the part of the parent as well as the child.

ii. teachers

'The caseworker was very willing to take on board our school's situation and ethos, and work with us to design a programme that suited everyone, and didn't penalise our 'normal' children.'

'Most effective aids

- 1) an extra member of staff
available for supervising
children after removal from
the classroom
- 2) school staff attending
behavioural course and agreeing
a school ethos
- 3) extra, outside mediator with the
parents, a feeling of support
available.'

'J. has reacted positively to the interest shown in him by all
those involved in his case, including his family.'

'There was regular support from the caseworker to keep the behaviour
programme on task.'

'All practical ideas were gratefully received. It is often easier
to cope/deal with 'difficult' situations, both for child and teacher,
when an 'outsider' can provide help, support and practical
suggestions. This help has been given with thought to and
contributions asked for from all sides and not with a 'I will tell
you where you're going wrong' attitude.'

'Observations by visitors - very useful. They noted things that I
could not hope to see while in charge of class.'

The latter comment differs from the others. It still presents a positive view of NAESS but for a rather different reason. The earlier comments all mention aspects of NAESS work that acknowledge an element that schools could not provide themselves. The latter comment appears to suggest that NAESS's most useful contribution is to provide a service the writer has not got the time to perform.

The final comment presented is more direct in its view of the value of NAESS,

'I feel that there is a valid role for NAESS in assessing children within the classroom. However, NAESS should not abuse their position of trust by using such access as an opportunity to unofficially assess the teacher...it should be recognised that there is little benefit to be derived in attempting to explain...behavioural problems on the classroom environment...'

This comment can be understood, as indeed can the previous one, in terms of the writers' sense of personal competence. It is less threatening to a person's sense of their own competence to attribute change to causes arising from resource availability than from their own current actions.

The final comment concludes, as if to underline the point,

'The only effective action was [the child's] removal from school.'

It remains to draw attention to the contrast between the comments made by

parents and teachers. Whilst parents' comments focused on the outcome in relation to their child's behaviour, teachers focused on actions of NAESS staff and ultimately, both positively and negatively, the impact on themselves. This further suggests that it is the interaction between NAESS staff and teachers that is most salient in determining service effectiveness. That is, parents appear more inclined to suspend their judgement, implement agreed strategies and await results whilst teachers tend to focus more on the interactions that make up the process of the work. This is not to suggest that it is appropriate that parents be consigned to a relatively passive role. Indeed, such a conclusion suggests that it is necessary for NAESS to develop means of engaging parents more actively, should they wish it.

12.4 Discussion

The data is discussed in terms of the issues indicated in section 12.1 and summarised in 12.5.

12.4.1 Shared understanding

Despite the evidence for a degree of lack of shared understanding taken from the general trends in the data the vast majority of respondents indicate that they understand the NAESS way of working in terms of its rationale, framework and programmes. In that most also feel that the NAESS approach is useful it appears that they attribute problems to the actions of others. That they do so is supported further by the lack of agreement

over the aetiology of problem behaviour which shows a tendency to attribute causes to others, a finding which holds for both school and support teachers. School teachers attribute relatively more influence to 'child's personality' and family factors whilst support teachers opt also for school factors. This suggests a degree of lack of shared understanding in respect of the views and expectations of others. In that the NAESS approach lays stress to the interactive nature of the behaviour of all in a given situation there appears to be a lack of shared understanding about that, also. The inclination of all groups to attribute responsibility for negative aspects of the work to others stands in the way of improving shared understanding.

12.4.2 What mainstream schools do

There is, relative to most of the other issues, a high level of concern and disagreement over what mainstream schools do. This arises in respect of actions not carried out well eg liaison with parents and of actions apparently agreed but not carried out at all eg implementation of a behaviour management programme. Though the latter is reported by only a few respondents. Support teachers and, particularly, parents are more likely than schools to indicate concerns about schools' actions. It is worth noting also that parents and children tend to believe that what the mainstream school does improves following the involvement of NAESS.

12.4.3 Identification of children's needs

The lack of agreement over the relative influences of child's personality,

family/carers, peers, community and school on behaviour in school has already been discussed. Without broader agreement on this matter it is likely to prove difficult to agree strategies to manage behaviour.

That teachers, support teachers and parents all agree about children's relative lack of commitment to agreed programmes suggests that means to improve it could be usefully sought.

12.4.4. Information management and resource allocation

Given the concerns discussed in the Literature Review about resources available for special education it is surprising that both school and support teachers, and especially the former, do not express many concerns about time, effort and commitment each is able to make. Though both question that of parents and children in many cases.

12.4.5 What support services do

What NAESS does is indicated by the questionnaire data to be a relatively uncontentious matter. There is more positive agreement about the service's overall contribution than about any other issue. Put another way, NAESS attracts relatively little attribution by others for anything negative.

12.4.6 Liaison

With the exception of school:parent: child liaison prior to NAESS involvement all questions that ask about factors directly related to

liaison draw generally positive responses. However, the apparent lack of shared understanding, particularly in respect of influences on behaviour in school and the carrying out of actions agreed, suggests the scope for further improvement in the outcomes of liaison.

12.4.7 Exceptions

The data has been discussed in terms of broad similarities and differences between the groups in terms of the general direction of the data. That is, whether it is positive, indicating agreement and satisfaction, more equivocal or negative; and its congruence across groups. Of course such a presentation disguises a significant amount of data, mostly indicating more negative views, that does not feature in the discussion. This omission is justifiable in that the purpose of the current research has been to identify broader trends. However, the exceptions do demand attention, which is given in the next two chapters.

12.5 Summary

The current chapter has recounted the development and use of questionnaires in order to gather information about users' views around issues that affect the quality of service delivery. Respondents are asked to indicate on a five point scale the strength of feeling about a range of factors in negative - equivocal - positive terms. Overall the responses are far more positive than negative.

The data gives indication of potential difficulties where:

- a factor or issue draws relatively more equivocal or negative responses
- there is wide disagreement within or between groups about how well a factor or issue is managed

Issues which fall into these categories are:

- shared understanding
- what mainstream schools do
- the identification of children's needs

Shared understanding carries a particular importance as it directly affects all other issues. It has been shown that NAESS staff and users express, when asked directly, a high level of belief in shared understanding. However, when asked indirectly, in terms of the quality of cooperation or the influences on problem behaviour in school there are differences in understanding. There is also evidence that the gap between the perceived and actual levels of shared understanding is bridged with negative attribution. That is, where people perceive that matters are not going well they are inclined to attribute the cause to others. Such attributions are likely to stand in the way of developing shared understanding.

Whilst the actions of NAESS itself and its management of liaison attracted little negative attention from respondents the actions of schools drew much more. The factors considered in relation to schools that brought more equivocal and negative responses, mainly from other groups of respondents, include:

- working with parents
- contribution to intervention planning
- carrying out agreed actions
- working with support teachers

It is important to recognise that other factors, eg special educational needs policies, behaviour management policies, availability of rewards and sanctions, involvement of pupils through School Councils and so on, which are not directly connected with the work of NAESS, at least with individual cases, also have a strong influence over what schools do.

Negative attribution is a powerful element influencing the identification of children's needs. Both teachers and support teachers attribute the causes of problem behaviour more to child's personality and family/carer factors than to any other factor. Support teachers are more likely to attribute cause to school factors than are school teachers. Such attribution implies rather different perspectives on the part of the different groups which might be likely to lead to different explanations of children's behaviour and different ideas about how it might be managed.

Two further findings from the data relate to the identification of children's needs. Their own inclination to view their efforts as inadequate, reinforced by the other groups' similar view, suggests that some children are not adequately engaged or involved with the process of change.

Chapter 13 Schools' experience of Northern Area Education
Support Service

13.1 Introduction

13.1.1 Background and purpose

The first round of interviews (described and discussed in Chapter 8) suggested that the Northern Area Education Support Service's (NAESS) interaction with schools and specifically teachers might be expected to throw up most challenges to the management of the issues affecting service effectiveness. Subsequent research has, amongst other things, supported that finding. Further, it is noted, from the time allocation studies (reported in Chapter 7), that NAESS staff spend more time working with school teachers than with any other group. The current chapter is concerned with school staffs' experience of working NAESS. An interview approach is used.

13.1.2 Methodology

The current round of interviews is carried out on much the same basis as that used for previous interviews, described in Chapter 8. Consequently, detailed discussion of methodology would be repetitious. The main differences between current and earlier methodology are discussed in the next section.

13.2 The interviews

13.2.1 Context

Much had changed between the two sets of interviews. Most significantly most informants, during the current round, had had direct experience of NAESS. Other changes in the general context include those arising from the 1988 Education Act eg National Curriculum, testing, and local management of schools (LMS). When investigating cultural change in schools it is useful to be aware of the full range of factors having influence. However, having acknowledged their existence the main focus, currently, is that on NAESS.

13.2.2 Selection of informants

The approach to the selection of informants for the interviews attempts to reflect the different experiences of schools in working with NAESS.

Informants are split into four groups. Each group encompasses three schools from which it was intended to interview the headteacher, special educational needs coordinator (senco) and a group of between two and six other staff.

The coordinator of each NAESS team was asked to consult her/his colleagues and identify: one school with which at least two NAESS support teachers had worked and believed to be an example of a school that is 'good to work with'; and one school with which at least two NAESS support teachers had worked and to be an example of a school that is 'difficult to work with'. From a total of 83 schools in the Northern Area 55 were available for

allocation to these two groups. Six were chosen. Of the 24 schools that had never referred to NAESS three were selected, and their head and senco interviewed. Of the four schools that following some experience of working with NAESS had rejected the service and its approaches three headteachers were interviewed. They were selected on the basis of being available when an initial telephone call was made to request their involvement. As the first head contacted made it clear that she did not wish her staff to be interviewed, 'for fear of opening old wounds', subsequent requests were made only to heads of this group of schools. Table 13.1 summarises the interview informants used.

It was hoped that by obtaining data from four different groups of informants it might be possible to make comparison between them. More specifically, the group of schools judged by NAESS staff to be 'good to work with' might provide a basis for comparison by indicating the issues and factors said by their staff to be managed well. The other three groups, together, provide a representation of a wide range of ways in which NAESS's management of the issues is apparently not so effective.

There is little basis on which to claim that selection of informants is, in the current round of interviews, in any way random. Random selection would not have allowed a sufficient focus on those schools with which NAESS is not working so effectively. As in the earlier interviews the concern is more to identify exhaustively all the matters of concern to schools and their staffs than to attempt to quantify their responses. The extent to which exhaustive views are obtained is again best determined by the variation of responses within and between groups and by whether the final interviews in each group give rise to further, novel data.

Table 13.1**Table of interview informants**

Group	School characteristics	Interviewees
1. Schools identified by NAESS staff as 'good to work with', n = 3	One first school One middle school One secondary school	Headteachers Senco's Other staff in groups (2,4,5).
2. Schools identified by NAESS staff as 'difficult to work with', n = 3	One combined school One middle school One secondary school	Headteachers Senco's Other staff in groups (2,2,3).
3. Schools that have never referred a child for support from NAESS, n = 3	One first school Two middle schools	Headteacher Senco's in two cases
4. Schools that have, on the basis of experience, rejected NAESS as a useful resource, n = 3	Two first schools One secondary school	Headteachers only

13.2.3 Questions, probes and prompts

The first and major question of all the current interviews is, 'What did you hope might be achieved as a result of involving NAESS with your school?' For many informants this question was sufficient, with minimal need for further probes and prompts, to elicit all necessary information. Other questions and probes used are: 'What did NAESS do that you found most helpful?' 'What did NAESS do that you found least helpful?' and 'Other colleagues in schools have raised the following concerns about the work of NAESS:

- understanding, by NAESS, of the school context
- acknowledgement of and respect for the actions already taken by the school
- school staff's understanding of the rationale behind the NAESS approach
- fairness/equity of strategies proposed by NAESS

Which, and in what ways, apply to you?'

Further questions, probes and prompts were used in the idiosyncratic context of each interview in order to seek clarification or development of matters raised by the informants.

13.2.4 Interview arrangements

Having identified potential interviewees all were contacted initially by

telephone. For the reasons discussed in Chapter 8 initial contact by letter would have been preferred. However, the local education authority had placed an embargo on all such correspondence with schools. This had arisen following complaints from schools about the amount of correspondence they were receiving about other matters, mostly arising from the 1988 Education Act. In the event all those contacted agreed immediately to take part. Half a school day was allowed for the interviews to be carried out in each of the twelve schools. Also for the reasons discussed in Chapter 8 a paper and pencil approach to record keeping was again used.

13.3 Data analysis

The data was analysed separately for each of the four groups. The data consisted of annotated notes and verbatim quotes taken down during the interviews. It is analysed by a process of reviewing and re-reviewing in order to identify general themes and specific anomalies. The findings are presented group by group in section 13.4.

This first analysis is then used as the basis for making judgements about the data in terms of the issues influencing service effectiveness, specifically identifying those groups presenting challenges in respect of which issues. This second analysis is presented in tabular form, Table 13.2, and discussed in section 13.5. That is, the themes identified in section 13.4 that emerge directly from the data are identified within the issues and judgements made about the challenges presented to effective working.

13.4 Interview data

The data from each group of schools is presented and discussed separately. The final section of the chapter relates the information obtained to NAESS management of the issues influencing service effectiveness.

13.4.1 Group 1: schools identified by NAESS staff as 'good to work with'

i. headteachers All the heads in Group 1 had been in post when NAESS was established and all commented on the lack of consultation undertaken by the local education authority. Their comments may be interpreted as evidence for the persistence of negative views and expectations even in the light, as one head put it, of 'notable successes'.

In response to the initial question about what they hoped to achieve from working with NAESS all heads in Group 1 expressed a similar view centring on 'avoiding preconceptions'. One expects '...a level of competence' but wished to adopt '...a try it and see' approach. Apart from their very positive tone, the headteachers in Group 1 when raising concerns tended to do so in developmental rather than negative terms,

'The NAESS approach has improved with time and continues to improve.'

Most of the concerns expressed by this group reflected dissatisfaction with parts of the education service other than NAESS eg Local Education Authority, Department for Education,

'Confusion arises from the lumping together of sen and social/behavioural issues'

'I feel there is an increasing distance between schools and support services'.

Heads in Group 1 did not identify with others' expressed concerns about NAESS,

'The service's very professional approach mitigates against any implications of disrespect [by NAESS staff towards school staff].

Heads in this group do believe that some children come to school with a greater propensity for difficult behaviour,

'Family factors are important in determining children's behaviour.'

'Parents often undermine the authority of the school.'

However, they also feel that it is the school's responsibility to manage children's behaviour in school.

'Whilst children are in school we do our best to instil the discipline that is necessary for us to do our main job [ie teaching].'

ii. senco's Whilst headteachers spoke of NAESS in very broad terms, and were, probably as a result of lack of experience of direct work with NAESS, unable to discuss more specific matters of how the service and their schools manage the various issues, senco's were able to be more clear.

'I don't like completing NAESS referral forms but they make me think about what we are doing. A few times, I've gone back to try other methods after starting to fill in the form.'

'I have experience of working in a CHE [Community Home with Education] and had a lot of training on behavioural techniques. This helps a lot in working with NAESS.'

'A structured approach is effective in getting staff involvement.'

'You may not always want to hear what a support teacher says. But you do know that they'll do what they say.'

'Of course we always think they [NAESS] ask too much of us.' (with a smile).

Generally the senco's accepted that NAESS is likely to make demands of them in terms of workload and of proposing alternative approaches.

The senco's in this group, like the headteachers, did not agree with the list of general concerns. Largely, it seems, because they recognise a

difference in roles between themselves and NAESS,

'I do my job; they [NAESS] do theirs.'

iii. teachers The teachers in this group of schools expressed views very congruent with those expressed by teachers in the first group of interviews. There are two major themes for them. Firstly, the effect of children's problem behaviour and the work of NAESS on themselves,

'He [the support teacher] was very supportive to me.'

'It can be difficult making the time for all the meetings.'

Secondly, their beliefs about the development of problem behaviour in terms of individual child factors,

'The rest aren't a problem; it's only him.'

'Children's natures and their behaviour does not really change.'

'Some children are just born that way.'

What is perhaps most interesting about the teachers in Group 1 is their lack of a sense of being threatened by the idea that NAESS might enable them to manage children's behaviour more effectively.

'She [the support teacher] helps me to look at things differently.'

'The structure of the programme [re an individual child] helps me to carry it out.'

That is, these teachers are, generally, open to alternative ideas. Consequently, and despite some simplistic views about why children behave as they do, they are able to accept the cost of extra work for themselves so long as they can see some benefit,

'Oh yes, we have seen definite improvements in the behaviour of children where NAESS has been involved.'

Finally, this group tended more than did their heads and senco's to identify with the concern expressed by others about NAESS. However, such concerns do not lead to their rejection of the service.

13.4.2 Group 2: schools identified by NAESS staff as difficult to work with

Unlike those in Group 1 heads, senco's and teachers in Group 2 all expressed similar views. Hence the presentation and discussion of the data is not divided in terms of interviewees' designations.

Perhaps unsurprisingly there was a generally negative tone to their responses. Where positive comments were made eg in respect of a particular support teacher, '...accepting and respectful', '...came into school to get

a feel for our ethos', the aim of informants appeared to be to contrast such occasional experiences with the more usual negative ones.

Concerns expressed included:

'...the way in which support services [generally] question schools' decisions.' (headteacher)

'...a lack of acceptance of the school's view (headteacher)

'NAESS takes the parents' side against the school' (headteacher)

A strong theme is of schools finding it difficult to accept that NAESS might challenge what they are doing. Unlike Group 1 the current group appear to feel professionally threatened by the possibility of an alternative perspective or proposals to try different approaches. They attack NAESS eg in terms of 'unrealistic expectations' and 'closed methodology'.

Much of what informants in Group 2 say might be construed as attempts to legitimate their difficulties in managing children's behaviour. A lot was said about the aetiology of children's problem behaviour in terms of parental inadequacy,

'...home culture is usually to blame.' (teacher)

'...argumentative, belligerent parents.' (teacher)

'...inconsistency at home.' (senco)

'...it's too late to try to work with these parents.' (headteacher)

Without exception Group 2 informants expressed wholehearted agreement with the concerns prompted by the interviewer.

In summary, Group 2 appears to be seeking to justify their schools' existing practice. Criticisms of NAESS and views about the aetiology of problem behaviour support such self-justification in terms of a rejection of the potential for change implied by the NAESS approach to behaviour management. This is not to imply that everything NAESS does is right and that it is useful to construe schools' concerns as resistances to the service. It is to suggest that shared understanding between NAESS and some schools is very inadequate. Also, it is reasonable to suppose that some direct criticisms of NAESS are legitimate. However, it is difficult to determine in just what respects it might be helpful for schools and NAESS to change their practice. Very much more specific criticisms of NAESS are made by Group 4 headteachers (those whose schools have wholly rejected NAESS), and are considered later (see 13.3.4).

13.4.3 Group 3: schools that have never referred individual children to NAESS

Headteachers and senco's were interviewed. Their views were generally similar and are considered together.

One of the schools involved had received INSET - 'Basic Introduction to Behavioural Approaches' - from NAESS. Both headteacher and senco spoke enthusiastically of 'focusing on positives', 'keeping records of behaviour' and 'being clear about objectives'. All spoke of their ignorance of the service generally citing, for example, criteria for individual child referral. One head went so far as to describe the service as 'clandestine'!

In respect of concerns about the service one head had had experience of one of NAESS's predecessor services and remarked on the 'inanity of the advice'. While he clearly feared a repetition of this he took the edge off the comment by stating that he understood that the service had become 'more professional recently'.

Whilst all professed a high degree of ignorance about the service the majority reported having heard that NAESS 'expects too much of schools'. It is perhaps significant that a predominantly negative view with the theme of pressure on teachers was the main message to have reached the group. The group generally feels that their schools do a good job in respect of behaviour management though acknowledge that sometimes they are at a loss about how to respond.

None could come up with any reasons for not referring in future, beyond their 'ignorance', and indeed suggested that they would give NAESS a try. Whilst in respect of the aetiology of problem behaviour the actions of parents, 'First meet the parents...', continued to predominate, this group, much more than the first, also spoke about actions taken in school.

'The school's approach is using reason and relatively soft sanctions. In the long term this works.'

'Behaviour in school is the responsibility of school. It all stems from the mission statement.'

These teachers were clearly taking responsibility for behaviour management.

Finally, in respect of NAESS work with families all were in favour, though for one head with a proviso, 'The school is the first port of call - leading to parents'. That is, he wished to remain as the primary link and thus to retain that responsibility.

It appears that Group 3 schools generally have a strong sense of their own responsibility for managing children's behaviour. Whilst they express some anxieties about involving NAESS in their schools all informants are open to the possibility of working with the service. It is pertinent to note that all Group 3 schools are primaries and, as such, did not have the opportunity, like secondary schools, to attend a forum where NAESS was presented to them. Whilst written material about the service had been sent to all schools this clearly is not enough to encourage all to use NAESS.

The fact that a significant number of schools are able to manage their children's behaviour without recourse to NAESS support (or to other means eg removal to special school) clearly begs questions about the role and even the necessity of the service. This matter is returned to in the final chapter of the thesis.

13.4.4 Group 4: Schools that have wholly rejected NAESS

The interviews with this group of, solely, headteachers had a very different character to those with the other groups, not least in terms of emotional content. This set the scene for very long interviews (ie two to three hours as opposed to half to one hour for the other groups) where the interviewer played only a minor role. That is, once people had started talking there was little that could be done to stop them or encourage a change in direction. Indeed the emotional context warned against trying. Their monologues encouraged by active listening (Gordon, 1974) by the interviewer covered all matters that were specifically prompted for most other informants.

An account of one of the three interviews covers the vast majority of matters raised by the other interviewees.

This head had personal experience of running an on-site 'ebd unit' and had 'high hopes' of what NAESS could potentially offer her school. However, she felt that her staff as a result of what they had heard 'on the local grapevine' were 'to some extent dismissive [of NAESS]'.

The interview focused almost entirely on one 'roving rascal' (N) about whom staff were 'desperate'. This head sought to temper her criticism of NAESS by also criticising her staff, at least as it was back in 1990 when she took over the school (just before NAESS commenced service delivery to primary schools).

'The staff focused on control, not teaching'.

She expected that NAESS would provide support in the areas identified within the school development plan, especially basic skills, motor control and attention to task. This suggests an unusual interpretation of the parameters of behaviour management, though does perhaps recognise the connectedness of many children's special needs.

N's case started badly. He was brought to the NAESS Panel by an LEA officer without the school's knowledge, following a temporary exclusion. A long wait for NAESS to become involved followed. Then, '[the support teacher] did not want to know the history'. The head felt that the support teacher 'acted as a buffer between home and school and so provoked a school versus NAESS and home situation'. At one point apparently the support teacher proposed that N's teacher create a physical barrier, perhaps using her desk, between herself and the class. This led to the feeling that the support teacher did not understand the educational process in a first (infant) school, and so provoked rejection.

The structured programme of behaviour management did not go down well, provoking similar criticisms. It was felt that 'N manipulated the programme to gain reward', that is inappropriate reward, and that his parents were 'rewarding him too much'.

Soon afterwards 'the classteacher was led to believe that N's failure to earn rewards was her fault'. Also a special education assistant provided by the service was no good because 'she had no sense of humour' and 'N ran

rings round her'. Other problems with rewards also arose. N was apparently 'terrified' when taken abseiling. Also his father failed to provide agreed rewards.

The head felt that the experience of working with NAESS 'drove the classteacher to the edge of a nervous breakdown and led to long term absence' and that as a consequence 'staff would refuse to work with the service'.

The extent to which these comments may be an extreme interpretation of events is fortunately not the concern here. Rather, it is the precise issues raised. But before turning to the other interviewees in this group for corroboration, albeit differently put, it is convenient to describe a fortuitously positive outcome that has arisen from the ashes of this débacle.

As a direct result of their wish to avoid using NAESS the staff of this school were more easily persuaded by their head to develop their own behaviour management strategies. The head now feels that the emphasis has shifted from a primary concern for control to one where teaching and learning dominates in the context of more positive approaches to behaviour management. Since N's referral over three years ago the school has not felt the need to seek external advice and support beyond that offered by their educational psychologist. (Though the latter has felt recently that the needs of one child do demand more intensive support that she can offer). So, the spectre of 'false negatives' ie children who potentially could benefit from NAESS involvement persists.

Whilst many of the themes expounded by this head were reiterated by others in the group they tended to take a less negative perspective. For example, by, in retrospect, feeling that their expectations - 'an answer to our prayers' were perhaps too high. It is interesting to note that some negative perceptions go back, as did those of one head in the previous group, to experiences of support from a service that was subsequently incorporated into NAESS.

One head felt that whilst her expectations of the service may have been too high its expectations of her had been similarly unrealistic. She also felt, as did other colleagues that the support teacher 'had not acknowledged our difficulties or efforts' and further that she had been persuaded to agree to a programme with which she was unhappy.

'I agreed to try all sorts of things. I thought at the time it was too much and was right'.

'They [NAESS] required perfect teachers.'

One of the heads in the group, who was about to retire, spent a lot of the interview talking very constructively about how she thought NAESS should address the group's general concerns,

'The teacher is being pulled in two directions. On one hand the needs of the child referred and on the other the needs of the rest of the class and the views of other teachers in school'.

'Staff can feel very personally threatened by their perceived failure and the need to seek help. NAESS should address this directly, early on.'

Heads in Group 4 took the view that childrens' behaviour in school is consequent on the school's approach to it. Further, whilst there was a clear acknowledgement of the responsibilities of parents this was couched very much in terms of what the school could do to support parents and to seek their support for the school.

'NAESS should parallel and extend the school's work with parents.'

In summary, the schools that have rejected NAESS have developed a clear view of their own responsibilities and, on the face of it, have responded effectively without the involvement of the service. Generally heads recognise the potential value of involving a support service and seek to be constructive to those ends. What stands in their way is the fear that their staffs will not respond similarly. Whilst beyond the current scope this matter of heads protecting their staffs warrants further attention, possibly being a major factor in schools' use of support services. How might heads support their staffs to enable constructive responses to the challenges set to them by NAESS?

That some schools have developed such a negative view of NAESS indicates a clear breakdown in the relationship between them for which the service might usefully assume some responsibility. The next chapter considers

support teachers' views about schools and so gives some indication of the factors, from the NAESS perspective, that stand in the way of rapprochement.

13.5 Interpreting the data

Table 13.2 summarises findings from the four groups of schools in terms of their influence on the issues NAESS needs to manage in order to operate effectively. Judgements are made about the challenge each group presents to NAESS in respect of each issue. These judgements then form the basis for the discussion of each issue.

The data gives rise to many further questions, many of which are addressed more directly in Chapter 14 and/or discussed in more detail in the final chapter.

13.5.1 Shared understanding

Only headteachers and senco's in Group 1 schools have formed a significant level of understanding of how NAESS operates. Further, they show a high degree of open-mindedness and willingness to suspend judgement whilst giving NAESS's suggestions a try. Also they show a high level of acceptance of the fact of emotional and behavioural difficulties (ebd) and of their responsibility for managing children's behaviour in school. That is, a degree of open-mindedness and acceptance of responsibility is a positive way of bridging any remaining gap in understanding. Their

Table 13.2

Summary of findings: challenges to NAESS's management of the issues influencing service effectiveness

GROUP		ISSUES							
	shared understanding	what mainstream schools do	how children's needs are identified	Scope of sen	Information management and resourcing	What support services do	Liaison	Management of change	
1. 'good to work with'	+	+	n/a	n/a	-LEA, DFE n/a	+	+	+	
h/t's senco's teachers	+	+	n/a	n/a	n/a	+	+	+	
	-	+	-				+	+	
2. 'difficult to work with'	-	-	-	-	-	-	-	-	
3. never used NAESS	-	+	-	+	n/a	-	n/a	+	
4. rejected NAESS	-	+	-	+	n/a	-	n/a	+	

+ little or no challenge, - significant challenge, n/a - not applicable

positive leadership appears to enable other staff in Group 1 schools to make effective use of NAESS though there is strong evidence that schools' staffs generally have not had the opportunity to learn sufficiently of how NAESS operates. Further this group tends to bridge the gap in understanding more through negative attribution eg of causes of problem behaviour to exclusively child, family and community factors. This will make it difficult for them to suspend judgement about NAESS approaches or, indeed, accept much responsibility for managing behaviour.

It appears from Table 13.2 that shared understanding continues to present major challenges for NAESS. However, it must be remembered that Group 1 schools make up a large majority. Also it is hardly surprising the Group 3 and 4 schools, ie those that do not use NAESS, have not established a good level of shared understanding with the service.

For Group 2 schools the lack of shared understanding is exacerbated by the same factors influencing the teachers from Group 1 schools ie negative attribution and wish to avoid responsibility for children's problem behaviour. The fact that their heads and senco's hold similar views means that their leadership has the opposite effect than for Group 1 and creates a climate where children and NAESS are being at some level rejected. What is perhaps most interesting about this group is that they keep coming back to NAESS despite their continual rejection of what is offered. In Kellian terms such behaviour may be construed as hostile ie maintaining behaviour in spite of clear evidence that it is not bringing the desired result. It may also be useful to see such behaviour as a form of dependence and/or as a manifestation of the phenomenon of wishing 'just to do something'

regardless of the anticipated consequences.

It is likely that many support services would be able to identify their own 'Group 2 schools' and so further consideration of how to respond to them would be potentially very useful. Certainly, simply attempting to present and discuss information about how NAESS operates without first working on developing more positive professional relationships is unlikely to be effective for Group 2 and 4 schools.

It is useful now to turn to the question of what constitutes a school that is good to work with.

13.5.2 What mainstream schools do

Whilst it is argued that there is always room for improving schools' approaches to behaviour management, in terms of presenting significant challenges to NAESS only one group qualifies, ie Group 2. That is, Group 1 schools generally work constructively with the service and Group 3 and 4 schools simply get on with things independently. It is important not to be blind to the dangers of dependence with respect to Group 1 and of failing to obtain support for some children with respect to Groups 3 and 4.

When considering how a particular school may be responding to either or both of children's problem behaviour and what is offered by a support service the following constructs (Kelly, 1955) may, on the basis of the

data, form a useful starting point:

static	-	dynamic
closed	-	open
rigid	-	flexible
rejecting	-	accepting
dependent	-	independent
defensive	-	assertive

These constructs are discussed further in Chapter 15 in the light of discussion about the other issues.

13.5.3 How special needs are identified and the scope of special educational needs

No interviewee specifically raised these issues or factors directly associated with them. This does not suggest that they are not important but rather they are currently, at least, buried. Factors relating to how needs are identified arise from three general areas. Firstly, in terms of schools' perception of the balance between the various elements - child, family, community, school etc - influencing the behaviour of not only children but also teachers and schools. Secondly, the extent to which NAESS, through casework, inset, projects etc. is able to encourage teachers and schools to consider what changes they may make themselves in response to children's challenging behaviour. Thirdly, there is the process whereby schools access NAESS support on behalf of individual children ie referral. Whilst the NAESS referral process does put heavy emphasis on schools

describing their responses to date, referral inevitably, and especially in the context of extant legislation on special educational needs, tends to intensify the focus on the child and, by implication, away from the school.

NAESS seeks to manage its work so that it is very rare for children to transfer to alternative, special, often expensive provision. Given that, it bears remarking upon that schools tend to identify as having emotional and behavioural difficulties just the number of children with which the service feels able to cope. That is, an equilibrium is reached around NAESS resource and school demand. No doubt in the case of some schools children who might well benefit from NAESS interventions are not being referred. However, it is hard to avoid the suggestion that such an equilibrium indicates that children are being identified as having such serious ebd to warrant referral to NAESS simply because NAESS exists. Put another way, does this suggest that schools are referring to NAESS children they might manage perfectly well in the absence of NAESS? Indeed might such dependency suggest that schools are compromising their own practice? This phenomenon suggests itself as a primary factor underlying how children come to be identified as having ebd.

13.5.4 Information management and resource allocation

These are more issues that were not raised explicitly by interviewees. Such an outcome strongly suggests that the NAESS strategy of managing resources as if they represent the totality of what is available is achieving the results intended. This creates the potential for further significant benefits. Not least, if attention is not given over to

resourcing matters it may be maintained more effectively on developing plans around managing children's behaviours. Also, the potential for conflict between service and schools is reduced if the matter of resources beyond NAESS simply does not arise.

However it is important to be aware of the potential costs of such an outcome. These relate again to the means by which it is achieved. Specifically NAESS may be preventing the full involvement of users. This would have a range of consequences, for example, in relation to:

- shared understanding
- promoting dependency on or rejection of NAESS by schools
- labelling of children.

13.5.5 What support services do

Interview data relating to schools' understanding of how NAESS operates is a further reflection of a general lack of shared understanding. Group 1 interviewees were generally positive in their comments but suggested only a superficial grasp of the role adopted by NAESS. Many interviewees (albeit representing a minority of schools) found it far easier to describe NAESS in negative, critical terms reflecting the impact on themselves rather than children. They were concerned, amongst other things, about NAESS:

- questioning schools
- taking parents' side

- interfering in parent:school relationship
- offering inane advice
- expecting too much of schools
- not understanding school context
- not considering effects on staff,

Such concerns do present a challenge to which NAESS needs to respond. However, and perhaps more importantly, they suggest that NAESS needs to work with schools on wider matters. For instance, on ways of enabling teachers and schools to reflect upon and develop their practice. NAESS might also consider what it may be doing that constrains teachers and schools from taking such a perspective. The equilibrium between NAESS resource and school demand is one such factor, and, specifically, the danger of dependency. Another factor arises from the ways in which NAESS is able to manage the ebd agenda with the implicit danger of preventing schools from developing their own approaches. Data from other studies with the thesis is relevant in these respects and is discussed in the final chapter.

13.5.6 Liaison

No concerns were expressed about the formal liaison procedures established by NAESS. This suggests that the service manages liaison well. In the sense of enabling all involved to know what they have agreed to do that is probably so and all the better for it. However, there is also the matter of how NAESS manages the liaison. Through the act of managing the liaison processes NAESS effectively decides who gets to know what. Again, this

suggests a lack of sharedness, involvement or influence being made available to service users.

13.5.7 Management of change

Unsurprisingly, again little was said directly by interviewees about this issue. Broadly, the data suggests that the majority of schools do feel that NAESS has clear aims and operational procedures, and is managing quite well the issues that influence outcomes. However, it is important also to give full attention to the data from those Groups who are dissatisfied with what is offered by NAESS. The nature of some of that dissatisfaction in itself gives rise for concern eg teachers' focus on the impact of NAESS on themselves eg teachers' resistance to reflect on their approaches to behaviour management. Such data suggests the need for additional work by NAESS. However, other concerns may indicate a need for NAESS to change elements of its own practice. The strong themes of: low levels of shared understanding; sense of service users sometimes being managed rather than involved by NAESS; and the suggestion of schools and NAESS developing a dependency relationship all demand further attention, not least from the NAESS perspective.

Chapter 14 Northern Area Education Support Service's experience of schools

14.1 Introduction

The final empirical chapter investigates elements of how Northern Area Education Support Service (NAESS) staff construe their relationship with service users. The major focus continues on the relationship between NAESS and schools though that between NAESS and parents and children is also considered.

Thus far, the empirical work has focused mainly on schools' perception of NAESS and the factors which appear to impact on the quality of the working relationship from that perspective. Clearly, the perceptions of NAESS staff are a further, major factor in optimising service delivery. It is useful to point to a major difference between the roles of school and NAESS staff in this context. That is, as 'interloper', the onus for managing the quality of the interaction rests, at least initially, more with NAESS than with schools

Two approaches are used. Firstly, questionnaires seek information at a general level. Secondly, interviews attempt to clarify matters raised by the questionnaires.

14.2 Respondents

14.2.1 Questionnaires

In all 16 questionnaires were distributed to:

- 2 deputy headteachers
- 4 team coordinators
- 10 support teachers

Half an hour was set aside during a service training day for the distribution, completion and collection of the questionnaires. Sixteen completed questionnaires were returned.

14.2.2 Interviews

One team coordinator and three support teachers were interviewed during the week following their completion of the questionnaires. They were selected on the basis of being the first four people approached, at random, who were available for interview.

14.3 Questionnaires

General issues in the construction of questionnaires were presented and discussed in Chapter 12. Current discussion is limited to description of the questionnaires and some specific differences to those used previously. The major differences between the current and earlier questionnaires relate to distribution, and to the form of the questions and responses. In terms of distribution, the one-off nature of the arrangements made and described

in 14.2.1 predictably led to a very good response rate.

The questions used are very much more open than in the earlier questionnaires where responses were constrained to a forced choice from five.

Four main questions, some of which contain subsections were used:

1. What broad expectations do you believe the following groups have of NAESS?
 - i. schools
 - ii. parents
 - iii. children
2. What broad outcomes do you believe are perceived by schools as a result of the work of NAESS?
 - i. positives
 - ii. negatives
3. What do you believe are the major achievements of the service?
4. What do you believe are the major challenges facing the service?

The difference in the forms of the questions between the earlier and current questionnaires reflects the relative sophistication of the

respondents. Support teachers have both far greater experience of and opportunity for reflection on their work ie supporting behaviour management in schools than do service users. Consequently, it was felt that they would be quite able to identify salient factors in their work with the minimal prompting provided by the questions. This approach provides the potential for a greater range of responses than those anticipated by the researcher. Also, in that respondents are using their own language, greater shades of meaning can be obtained.

Such an approach does give rise to a new set of challenges in the analysis of questionnaire data. That is, in order to classify the data different responses are grouped together under one heading eg 'take problem away' and 'move child to special school'. Also, rather similar responses are given separate headings eg 'solve their problems for them' and 'take on their [teachers, parents, children] responsibilities. In that, ultimately, all responses are considered in the light of the issues already identified as affecting the quality of the interaction between NAESS and its users and associates, distortion of the data is minimised.

14.4 Interviews

The interview format used with teachers in schools and described in Chapter 13.2.3 was also used with NAESS staff, though in a way reflecting the latter's perspective. That is, informants were asked, first, to give their view of what school staff would have said in response to the interview questions and prompts and, second, to discuss responses NAESS might constructively make to that.

14.5 Data analysis

14.5.1 Questionnaires

An initial analysis of the questionnaire data has a quantitative element. Similar responses from respondents are aggregated under a series of headings generated from the data. The data is summarised in this form in Appendix 7. Subsequently, as in the data analyses described in earlier studies, the general themes and specific anomalies are picked out, and presented and discussed, in section 14.6.

Later, in section 14.8 this same data, along with that from the interviews, is interpreted on the basis of the issues influencing service effectiveness.

14.5.2 Interviews

The annotated notes and verbatim quotes from the interviews are initially analysed through a processing of reviewing and re-reviewing in order, again, to identify general themes and specific anomalies. This data is presented and discussed in section 14.7, and makes some further references to the questionnaire data.

14.6 Questionnaire data

The questionnaires provide a great deal of data. The most salient elements of the data are presented and discussed now, in terms of the headings

within the questionnaire.

i. support teachers' views about the expectations of users of NAESS

Support teachers' beliefs about schools' expectations do include some fairly straightforward matters relating to advice, liaison and training. However the majority focus on 'taking the problem [the child] away' and 'solving the problem', or at least on NAESS somehow 'taking on the responsibility for children'. Some of the terminology used would indicate that support teachers are quite cynical about schools' expectations:

'They want a whipping boy.'

'They expect us to have all the answers.'

'God.'

'The cavalry.'

Their beliefs about parents' expectations also suggest they perceive that the latter are unrealistically optimistic, at least in some instances.

Again support teachers believe that some parents just want them to take on responsibility:

'Discipline the child.'

'Cure.' 'Instant remedies.' 'Saviour.'

'Sort the school out.'

Again much of the terminology used is fairly neutral:

'Listen, advise.'

'Help them with their child.'

However, some suggests a degree of exasperation:

'Marriage counsellor.'

'In loco parentis: while they're still there.'

'Punchbag.'

Such views are unlikely to provide a good foundation for working with people who are likely to feel quite threatened anyway.

The language used to describe views of children's expectations is generally much less coloured, though not entirely so eg 'thought police', 'doormat'. The majority of views break down into expectations for 'personal support' in a positive sense or of, more negatively, of NAESS being 'a nuisance' eg 'making them aware of their behaviour.'

ii. support teachers' views about the outcomes of their work as perceived by schools Support teachers believe that teachers perceive a wide range of positive outcomes of working with the service, very much in line with service aims:

'Effective behaviour management strategies.'

'Improved behaviour.'

'Improved teacher skills.'

'Links with home.'

'Personal support.'

'INSET, projects,' and so on.

Their beliefs about teachers' perceptions of negative outcomes were similarly unsurprising. The most popular responses were:

'We give them more work to do' and

'We don't remove the child'

Others included:

'Identifying positives about children.'

'They believe children are rewarded for bad behaviour.'

'NAESS sides with children.'

'NAESS sides with parents.'

'Interfering.'

'Spying on teachers.'

iii. support teachers' views about the achievements of NAESS Support teachers' beliefs about the achievements of the service gives a good indication of the clarity and coherence of service ethos. Two responses dominate:

'Supporting children in mainstream; not sending them to special school,' and

'Improving approaches in schools.'

There is a lot of pride in the service's achievements:

'To boldly go where no support service has gone before.'

Other responses include:

'Save lea money.'

'INSET'

'Helping schools meet their responsibilities.'

'Parental support'

'Good staff team.'

'Model.' ie the service's operational approach

'Unifying ebd provision.'

'Child advocate.'

'Some schools believe in us.'

What is striking about responses in this section is the extent to which its staff identified achievements from the perspective of the service's work independently. That is, there was little explicit recognition of collaboration with users and their contribution. This contrasts with the perspective taken in relation to challenges facing NAESS.

iv. support teachers' views about the challenges facing NAESS Whilst a few staff identified implementation of the service development plan and maintaining morale and credibility, most were concerned with challenges from outside, over which the service has little control. The combination of increasing demand from users and reductions in service resources is the

most commonly identified factor. There are a number of party political comments eg 'Tory cuts' and criticisms of the lea eg 'lack of foresight by County Hall.' The majority of respondents made some reference to top-down policy changes.

Overall, the impression given by the questionnaire data is of a high degree of attribution of responsibility for difficulties in service delivery away from staff themselves and onto policy makers and service users.

14.7 Interview data

A number of interesting themes was raised in relation to schools' expectations. All informants stressed the differences in expectations between schools, and, as a result of their experiences, were optimistic about the capacity of most schools to develop and change their approaches to behaviour management.

The team leader talked of 'the importance of a shared ethos that enables all involved to understand and jointly plan interventions'. Developing a greater sharedness in ethos was seen as the best way of meeting the challenge of teachers' expectations. The greatest challenges arose from a frequent, strong wish that children be removed from school. Staff talked of 'the mismatch between teachers' expectations; which are low academically and high for behaviour', and of how 'teachers in schools wish to be judged individually but judge NAESS as an organisation'. This puts more flesh on the bones of the attribution of blame made in the questionnaires. That is, all balanced their negative attributions with a positive belief in the potential 'to make a difference'.

Support teachers' expectations about teachers' negative perceptions of the service's work focused on 'fear of being judged', 'disappointment with slow progress' and 'worries about how they will cope when the case is closed'. All felt that the ways in which they and the service and lea managed their work was the most important factor in addressing these issues. Thus, they were prepared to take some responsibility. Two interviewees were also concerned that the wide range of views amongst teachers about the nature and degree of children's behaviour constitutes a problem.

Conversely, their beliefs about what aspects of the work of NAESS users, particularly schools, most welcome included support, through sharing concerns and talking about stress, parental contact and the provision of ideas and information not only about behaviour management directly but also about lea policies and the law. Given the concern about teachers' wide ranging views about what constitutes problem behaviour it is interesting that support teachers expect that NAESS 'helps teachers to put their concerns in a wider perspective; not just in their own schools but across the area', and that is valued by schools.

Whilst most informants readily agreed that it is important that NAESS staff understand the context of the schools with which they work the team leader suggested an alternative view. She felt that, in any case, if initial investigation is carried out well, before the behaviour management programme is devised, no problem should arise. Further, she believed that this concern had more to do with staff and service credibility:

If somebody says, 'So-and-so doesn't understand us' [ie NAESS], what they are really saying is, 'We don't like what you are offering'. They might just as well say, 'We don't understand so we reject your approach.'

NAESS staff talked about challenges in the relationship between themselves and teachers in school. Some found it difficult to discuss this in practice, being unable to get beyond clichés about 'being professional'. Some though talked about 'not being friends', 'keeping distance'. One interviewee talked about 'letting them know I'm fallible'.

'If I make the occasional mistake that takes the pressure off them. We ask a lot of teachers and they can't always deliver. We can't afford to seem perfect. Nobody likes that.'

This however, was balanced against 'the need to under promise and over-deliver'. That is, to try and make users feel that they are getting a bit more than they expected from NAESS.

Each interviewee had had difficulties because teachers believed that what was being proposed was unfair, that is, on 'the others', 'the normal children'. It was felt that this exposed not just different values but also different levels of understanding. That is, 'teachers sometimes don't understand the difference between a reward and a bribe'.

'They [teachers] don't understand that we don't just want to reward good behaviour but that we are trying to teach children about rewards and how to get them.'

Another gave an interesting perspective on this matter.

'Schools fall over themselves to differentiate the curriculum but can't see why they should differentiate their behaviour management strategies.'

All agreed that their work is easier when schools understand the rationale behind the NAESS approach. However, there was also concern that unless schools, at least at first, give some sort of acceptance to what is offered they are unlikely to come to understand it.

A number of good, practical suggestions about how to manage the allocation of responsibilities for the work resulting from NAESS involvement indicate that support teachers have a fairly sophisticated understanding of this. One spoke of setting the context by 'setting myself up to succeed'. Others of aiming to have schools perceive NAESS as a temporary, extra resource, and the need to be clear about the goal of case closure. The need to ensure some personal commitment to the programme on the part of teachers, to be prepared to allocate responsibilities differently from case to case, and to gradually shift more responsibility to the school were stressed.

All interviewees had had and continue to have difficulties arising from the view of some teachers that problem behaviour is caused, at least largely,

from immutable, within-child factors. This was felt to be a major factor leading to difficulties surrounding analysis of the teaching environment. Each had also experienced cases where the headteacher had made it clear that s/he believed that most teachers would have little difficulty managing the child's behaviour but the current teacher was simply inadequate to the task. That is, the head had declined to face up to his/her responsibility for staff management and, instead, had passed the problem to NAESS, effectively labelling the child into the bargain.

14.8 Discussion and summary

14.8.1 Introduction

The discussion is in two parts. The first is concerned with methodology and, specifically, with differences between data obtained through questionnaires and interviews, both of which, in the current context, give respondents a high degree of latitude in terms of the factors they identify. The second considers the factors raised in relation to the issues influencing service delivery.

14.8.2 Methodology

Both elements of the research reported in the current chapter demand that respondents identify the factors salient to them with minimal prompting. This means not only that respondents may identify factors not anticipated by the researcher but also that in considering their responses in relation to wide ranging issues the factors they do not identify can also be

considered. What people passively deny can be as informative as what they actively consider.

There is a major difference between the data obtained by questionnaire and by interview. The questionnaires gave rise to a high proportion of responses that can be characterised as cynical; giving a sense, on the part of support teachers, of feeling isolated in their work; and of a preponderance of attributions for the cause of difficulties in their work away from themselves and onto particularly school staff, but also parents, children, the government and lea. By contrast interview informants tended to be far more constructive in their responses, wishing to promote collaborative working and to share responsibility. It is noted that the differences in responses are of emphasis and that the actual content of the data is probably best regarded as complementary.

There are two possible explanations for such differences in results. The first is that the 25% of questionnaire respondents who later became interview informants do not constitute a representative sample of the larger group. The second, and perhaps more convincing explanation, relates to the difference in the medium of communication. That is, writing responses in relative isolation is a very different experience to discussing them with another person, especially when only very general prompts are given. Such a difference demands that data be interpreted with care.

14.8.3 NAESS staff's management of the issues

i. shared understanding Shared understanding figures strongly in support teachers' responses. They talk of 'coherence', 'clarity' and 'pride' in the NAESS approach and of the need to promote an ethos shared with service users. They focus on means of matching school and support service expectations of one another. More negatively, plenty of concern is expressed about schools' expectations in terms of being too great for NAESS to meet and of the danger of schools rejecting what they do not understand. That is, support teachers feel that the greatest challenges in respect of shared understanding arise from schools' inappropriate, ill-considered expectations and schools rejecting the NAESS approach before the service has had opportunity to explain and implement it properly. That is, they attribute causes to factors largely outside their influence and so avoid considering potentially constructive responses. From another perspective, support teachers are not thinking systemically (Campbell et al, 1989) ie are not considering the meanings of and connections between a sufficiently wide range of factors.

ii. what schools do Support teachers express a good deal of cynicism about what schools do. Pre-dominantly, this is expressed in terms of the view that most teachers and schools simply want to be rid of troublesome pupils and resent the additional work demanded of them in implementing behaviour management programmes. That many teachers view children's behaviour as immutable and based on individual characteristics imbued by parents is cited as supporting this view. Support teachers believe that often, even where demonstrable positive change in a child's behaviour has taken place,

teachers in schools deny the evidence or fear a 'return to type' on the part of the child. It is perhaps not so much that support teachers identify such factors, which do surely exist, but that they tend to over-generalise them and so build up a rather negative view of their colleagues in schools.

More constructively support teachers are aware of the threat they pose to teachers sense of professional self-respect, arising from the danger that teachers may perceive their past efforts at behaviour management as failure. Further, such perception of failure may be compounded by progress made following NAESS involvement. Sometimes, where teachers are very threatened, they may seek to ensure that nothing does work. Support teachers take very seriously their own responsibilities in this respect. However, they find it difficult to elaborate strategies in order to respond.

It is encouraging that the apparent over-generalisation of the negative views of the practice of some teachers and schools in the questionnaire data is tempered by the interview data. In the latter context there is much stress on the differences between schools and preparedness to accept and support the efforts of many teachers.

iii. how children's needs are identified/scope of special educational needs. Generally, support teachers are concerned about the attribution by schools of factors beyond their control eg child, family, community for the causation of children's challenging behaviour. This matter is further exacerbated by the perception that schools are identifying ever more

children as 'needing' NAESS support. It is of concern that support teachers view such increases in demand more in terms of their own workloads and the pressures they bring than of the effects on children of, either, unnecessary labelling or under resourcing. That is, a focus on self-concerns distracts attention from developing constructive actions in relation to outcomes for children.

iv. what support services do The vast majority - all but one of the support teachers - felt that they possessed as good understanding of what a support service does. This can be usefully construed in terms of responsibilities. Starting with the development and consistent use of an explicit and coherent model in relation to clear aims support teachers felt keenly responsible for the application of the model in order for colleagues in schools to develop a wider, shared perspective on possible strategies for behaviour management. A number of respondents stressed the importance of feeling personal pride in their work and of how a clear model of working supports this.

Many respondents also focused on the need for NAESS to manage responsibilities in terms of the allocation of actions to be undertaken. Specifically mentioned are the need to operate a referral system that effectively prioritises work and manages workload and the need to interact 'professionally' with users. That is, to maintain a focus on the work at hand and to avoid becoming personally involved in terms of friendship based relationships that can be distracting and even result in collusion over activities that do not promote service aims eg agreeing about the need for additional or alternative resourcing before all possible avenues of support

have been given a chance.

More negatively, and already mentioned, are some less explicit elements of what NAESS staff do. For instance, an inclination to over-generalise negative attributions or to view themselves as working in isolation from rather than in collaboration with service users and associates. This latter matter raises complex issues that are now considered in terms of liaison.

v. liaison Support teachers, particularly in respect of the questionnaires, paid little attention to collaboration generally or liaison specifically. In a sense this suggests that they are giving attention to the service model of operation at the expense of use of the model in a collaborative context. That is, that support teachers, moving beyond self-concerns, may get stuck with task concerns. In giving too much attention to their own performance in using the service model there arises the danger of giving too little attention to the impact on users, including full involvement of, say, teachers, in the process. However, it may be the service model itself that encourages this by focusing the responsibility for the achievement of service aims on support teachers. Further, in that supervision within NAESS tends to focus on support teachers' application of Behavioural State Trait Analysis (Lane, 1990) they are given further cause to attend to task, possibly at the expense of impact. Generally, support teachers' responses in both questionnaires and interviews gave further indication of their sense of unrelenting pressure of demands from users. In this context it is significant that the service's approach to liaison is more focused on preventing problems arising from others' actions than it is

on promoting effective collaborative work. This and other elements of the service's structure and operation eg referral system would seem to stand in the way of developing approaches that would enable the greater involvement of service users and associates in work on their behalf.

vi. management of change Support teachers do to some extent view themselves as agents of change, especially in relation to service aims. The interview informants, particularly, show a degree of sophistication in their understanding of the factors influencing change in schools. However, perhaps largely because of their inclination to attribute the cause of negative consequences to others and to construe their task too much in terms of the service model of operation NAESS staff appear to construe change in terms of overcoming the resistances of others. The dangers of such a construction have already been discussed and are returned to in the final chapter of the thesis.

Chapter 15 Discussion

15.1 Introduction

The final chapter of the thesis has two main purposes. Firstly, to review the methodology and secondly to establish the contribution of the thesis to the canon of work on the provision of support to schools in relation to managing behaviour.

The thesis is presented as an unfolding story. Summaries and conclusions in relation to the Literature Review and empirical work have been included at appropriate points, allowing the development of the thesis. The purpose of this final chapter is not simply to repeat the summaries already given but to present the information within them in particular ways. That is, in terms of the significance and limitations of the thesis overall and of considering the direction of future work in the field of behaviour support.

It is convenient to begin by presenting the broad themes addressed by earlier researchers. All the themes identified are adduced from the material considered in Chapters 5 & 6. As such they represent the foundation upon which the work of the Northern Area Education Support Service (NAESS the service) is built. The themes also provide a baseline against which it is possible to make judgements about the significance of the thesis. The most significant themes are:

- understanding children's problem behaviour (eg Lane, 1990)
- how schools can generate children's problem behaviour
(eg Galloway et al, 1982)
- the development of theoretically based models for intervention
(eg Herbert, 1985; Lane, 1990)
- the influence of educational policies on the management of
behaviour in schools (eg Galloway and Goodwin, 1987)
- means of implementation of new initiatives (eg Hord, 1988;
Fullan, 1993)
- the description of the work of support services
(eg Coulby and Harper, 1985)
- the impact of particular approaches to behaviour management in
schools (eg Topping, 1983)
- how teachers respond to successful support (eg Miller, 1994b)

Described in similarly broad terms the main concern of the current thesis is with maximising service delivery, which is construed in terms of how NAESS manages the interactions between itself and its users and associates. There is potential, arising from such management of its work, that the service may be associated with change in relation to approaches to behaviour management within schools across the area. Such cultural change is reflected by service aims and may be construed in terms of accommodations made within schools in order to provide inclusive education ie in mainstream classes in mainstream schools for significantly greater numbers of children who may be identified as having emotional and behavioural difficulties.

Most previous work on service delivery has focused on that provided by formally qualified psychiatrists and psychologists working as individual practitioners with individuals or single institutions (eg Caplan, 1970; Meyers et al, 1979; Miller, 1994b). The current thesis focuses on service delivery by teachers, albeit who have received additional training, who work as part of a large coherent organisation delivering a service to a large group of schools within an administrative area.

It is argued that in some important respects the outcomes of the work of NAESS reported in the thesis are unprecedented in the literature. However, measuring outcomes hardly breaks new ground from the point of view of research. It is, though, necessary to provide outcome data which forms the basis for the research reported in the later chapters of the thesis. Outcome data is deceptively straightforward. By agreeing aims and criteria for success it is possible to measure outcome. The thesis includes outcome data on, for instance, educational placements, exclusions, behaviour change and user satisfaction. Where outcome data is broadly good it becomes worthwhile to research what it is that produces such apparent effectiveness. Though it is important to be aware that good outcome data does not equate fully with effective practice. That is, there may be, indeed is likely to be, room for further improvement. Researching the interactions between NAESS and its users and associates is likely to give indication of both what is being managed well and where there is scope for improvement in service delivery. However, such interactions are both many and complex. The first challenge for the thesis was to establish a research methodology capable of managing the potential data. Chapter 2 describes the methodology adopted. Now it is time to consider its appropriateness in the light of the research undertaken.

15.2 Methodology

The central task for the research methodology has been to enable the identification at an operational level of what it is that NAESS does that contributes most significantly to the outcomes of its work. Phillips and Pugh (1987), writing about Ph.D theses, stress the importance of distinguishing between background and focal theories. The former provides the context for the research whilst the latter enables the researcher to establish clear boundaries around the subject matter and forms of analysis. Given the nature of the subject matter ie the work of NAESS it is not possible to make such a distinction in respect of the current thesis. That is, any attempts to reduce the theoretical focus any further than has been done would put the whole thesis at risk, by ignoring important elements in the subject matter.

The methodology employed is designed to cope with large amounts of potential data, thus negating the need for a narrow focus on either theory or subject matter. It is useful to reiterate the characteristics of the data before considering, in relation to the characteristics of the methodology, the suitability of the specific methods of data collection and treatment used.

15.2.1 Characteristics of the data

It is convenient to divide the data into that concerned with the outcomes (or products) associated with NAESS and that which investigates the interactions (or processes) between NAESS and its users and associates.

i. outcome data A wide variety of outcome data is presented. Some eg educational placement, financial costings and referral patterns is simply descriptive. Some of this descriptive data is interpreted through the application of correlation statistics. Further outcome data is based on the interpretation, by the researcher, of documentary material. This includes data on service users' satisfaction with NAESS, and changes in the behaviour of individual children who have become subject to NAESS support.

The data based on the interpretation of documentary material is open to challenge in terms of its reliability. It is important that the overall methodology is able to respond to any such challenge. Of more concern, however, is the validity of the interpretations based on the outcome data overall. For example, it is a big step from data on educational placements to the conclusion that NAESS is doing a good job. It is possible to check the validity of the interpretation of outcome data by considering alternative interpretations and associated data. In relation to the example just given, for instance, data on referrals to other agencies and exclusions from school.

At some point, however, a line must be drawn under outcome data and the inevitably tentative interpretations put upon it. That is, the time arrives when it is necessary to carry the research further by investigating the processes underlying outcomes.

ii. process data Studying processes and obtaining data about them is a very much more complex activity than studying outcomes. It is possible to construe the interactions between NAESS and its users and associates in

terms of three main characteristics. Firstly, there is a great deal going on. Secondly, all interactions are likely to be influenced by a wide range of factors, many of which may not be apparent. Thirdly, the interactions are characterised by highly complex dynamics arising from variations between individuals and groups, and within them over time. This variation affects both the overall interpretation and the salience of specific interactions within the context of the whole.

15.2.2 Methodological aims

The primary aim of the methodology is to encompass all salient factors influencing the events observed. This means that it must permit, even encourage, unanticipated, alternative ways of construing data. By implication, the methodology must also operate against the reification of certain interpretations, by preventing the dialectical process between the subject matter and the research from getting stuck.

The methodological bases for the thesis can be construed in terms of attempts to transcend three methodological paradoxes which can be presented as bipolar constructs:

- whole ----- elements
- chaos ----- control
- subjective ----- objective

Traditionally researchers have sought to create boundaries to their work by investigating specified elements of a given phenomenon. By this means they

seek to piece together their findings, like a jigsaw, in order to represent the whole. The danger with this approach is that the elements cannot be adequately construed without reference to the whole. An apt but gruesome metaphor is of 'bleeding chunks'. That is, elements are ripped from the whole and both the whole and the parts suffer as a result. Alternatively, it is clearly beyond the scope of much research to consider the whole of a given phenomenon, such as 'behaviour support' in schools. One response to the dilemma is to invoke the concept, from Personal Construct Theory (Kelly, 1955) of ordinacy. By this means the rôle of each element within the whole can be adequately represented, and those elements that are demonstrably most salient can be investigated in most detail.

A danger of attempting to conceive of the whole of a phenomenon is that one simply gazes upon chaos. Traditionally, researchers have attempted, or at least pretended, to control the elements they are investigating. Unfortunately, their 'control' has frequently been illusory and unanticipated factors, or 'error' confound their work. In order to transcend the chaos --- control construct, in a context where the research material is considered at different levels of ordinacy, it is reasonable to construe the researcher's rôle in terms of managing, rather than controlling, the subject matter. How such management is achieved can be understood in terms of the third construct; subjective---objective. As discussed in Chapter 2 this construct is transcended by invoking the concept of inter-subjectivity which can be understood in terms of the extent to which people share understanding of a phenomenon. Shared understanding depends in large part on shared perspective. It is reasonable to construe the aim of research in terms of enabling a

broadening of perspective in order, potentially, through dissemination to enhance shared understanding. Perspective can be seen to be broadened by research that adopts a range of different approaches in respect of theory; specific methodologies eg interviewing, questionnaires; and constructions of the subject matter eg aims, various related issues. Where the results obtained from such a range of approaches are complementary, congruent and convergent their validity is enhanced. This is especially important when, because of, say, inadequacies in particular data or speculative interpretations, it is unreasonable to draw general conclusions on the basis of single elements of a thesis.

There is, of course, a problem with the ways in which the constructs of whole---elements; chaos---control; and subjective---objective are transcended. Ordinacy, management and intersubjectivity all leave much to the discretion of the researcher. (Though it might be noted that traditional research methodology does the same, though in different ways (Kuhn, 1970; Feyerabend, 1978)). How well a researcher exercises the discretion inherent in post-positivist, new paradigm approaches (eg Reason and Rowan, 1981; Denzin and Lincoln, 1994) is the key issue in determining the quality of a piece of research. Reflecting the discussion in Chapter 2 the quality of the research reported in the current thesis is considered from three perspectives. Firstly, in section 15.2.3, the criteria proposed by Henwood and Pidgeon (1993) form the basis for the discussion. Secondly, in section 15.2.4 the researcher rôles are discussed in relation to the quality of the research reported. Thirdly, in section 15.2.5, the efficacy of the specific research methods and instruments used is discussed.

15.2.3 Assessing the overall quality of the research

Henwood and Pidgeon (1993) propose six criteria against which the quality of research can be determined (see section 2.5 of this thesis).

Their criteria presuppose that the research data itself constitutes a meaningful representation of the phenomena under investigation. Further, the criteria adopt a macro-perspective on the research. That is, the primary concern is with the process by which raw data, by means of analysis, presentation and interpretation, is translated into an explanatory model.

i. keeping close to the data It is necessary that the researcher avoids any tendency to flights of fancy when analysing and interpreting the data. A variety of strategies are available to ensure that conceptual classifications imposed on the data are genuinely reflected by the data. Firstly, initial analyses of the data encourage an open-ended classification. That is, conceptual classification arises directly from the data itself rather than from pre-determined categories. Secondly, the data from each study is analysed in this open-ended manner on at least three separate occasions in order to ensure that transitory influences on the perspectives taken do not distort the analysis. Thirdly, attempts are made to include elements within the data under as many classifications as is reasonable. This ensures that linkages and overlaps between classifications are uncovered, and often leads to the identification of more superordinate categories.

Only after the salient themes within the data have been considered after this fashion are they related to the pre-existing categories defined by the issues identified from the literature review as exercising influence over the effectiveness of NAESS.

ii. Theory integrated at diverse levels of abstraction As data is distilled into an increasingly generalised explanatory model it is necessary to ensure a 'good fit' between data, emergent conceptual classification, pre-existing conceptual classification and the explanatory model itself. It is worth remarking that 'good fit' depends not only on congruence at different levels of abstraction but also from a sufficiently wide range of perspectives. The thesis achieves this aim by managing the data within the pre-existing conceptual classifications ie the issues, and by considering subordinate factors on the basis of the implications they have for the issues.

The basis of the explanatory model is the need to consider the work of NAESS from the perspectives of agreed aims and principles, operational systems and procedures and the issues influencing service effectiveness. Such consideration further assures the integration of theory and data.

iii. Reflexivity Accepting that the researcher's own values, interests, preconceptions and so forth will inevitably influence the research it is essential that these be reflected upon and made explicit. Indeed, it is necessary to acknowledge not only the idiosyncratic nature of post-positivist, new paradigm research but also that there is likely, always, to be an alternative means of construing the data (Kelly, 1955).

Against such a background it is essential for a researcher to strive for transparency in these respects.

In some respects it is possible to make values, interests and preconceptions explicit from the outset (eg see section 2.6.1). However, others may be signalled early on but require further consideration later eg conflict in the researcher's rôles (see section 15.2.4) and still others may emerge during the research itself eg the researcher's influence on the research material itself (also see section 15.2.4).

iv. Theoretical sampling and negative case analysis The aim in these respects is to seek out data which may offer novel interpretation and explanation, thus avoiding the selective re-inforcement of existing views. It is a major approach used throughout the thesis. It begins with differences in service users' hopes and expectations, and moves through anomalous patterns of referral by schools, factors in less successful work by NAESS, and differences in people's views about, say, the causes of problem behaviour. Finally, there is detailed investigation of factors relating to schools that do not use or reject NAESS, or prove very difficult for the service to work with.

v. Sensitivity to negotiated realities In the context of the current research the potential for significant divergences between the researcher's construction of an explanatory model of NAESS and that for those of NAESS staff, users and associates is very much tied to the matter of the researcher's various rôles in the dynamic. The researcher's opportunities for discussion of the emerging explanatory model during the progress of the

research is felt to have been a benefit of the multiple rôles, as discussed in 15.2.4.

vi. Transferability Ultimately the raison d'être for the research is tied to its potential to inform the work of others in similar and related fields of endeavour. This is the primary concern of the remainder of the thesis.

15.2.4 Researcher rôles

As discussed in section 2.6, there is a particular need for researchers who have multiple rôles with respect to their subject matter to be reflexive about what they are doing. However, it is important to note also the dearth of guidance relevant to the current context. That is, there is little in the literature relating to:

- use of post-positivist, new paradigm methodology by psychologists
- research undertaken by practitioners (rather than academics)
- examples of good practice in regard to '...reflexive accounts of... research problems and experiences.' (Altheide and Johnson, 1994, P.494).

Consequently, the current research contributes to the breaking of new ground in these respects.

Section 2.6 distinguishes the researcher's rôles in terms of personal, professional and researcher perspectives. The challenges and conflicts

within and between these perspectives are anticipated insofar as that is possible given the scant attention in the existing literature. It is now time to make observations based on the experience of undertaking research from such perspectives. Firstly, there is, arguably, an advantage in terms of the transparency of the researcher's perspective in being a practitioner rather than an academic. That is, there is no potential for a pretence of 'objectivity', 'disinterest' or any of the other traditional scientific imperatives with which academics tend to be encumbered. Further it is likely that it is easier for the reader to establish an early view of the predispositions of a practitioner, particularly one who asserts his/her personal and professional imperatives, than of an academic working in the tradition of assumed disinterest and openness.

Secondly, and particularly at a time when 'external consultants' from large accountancy firms are being imposed on the world of education, a practitioner researcher whose explicit aims are at least congruent with those whose work is being researched has an advantage in terms of access to data that is uncontaminated by informants trying to anticipate the purposes of the research.

Thirdly, and possibly most importantly, there are advantages for the subject of research, in this case NAESS, of having a practitioner within the organisation taking an explicit research perspective to its work. That is, the research information has the potential to support development of the service.

Of course, there are also difficulties arising from being a practitioner researcher. Firstly, there is the danger of being seen to be indulging in

an activity of marginal relevance to a hard pressed organisation. Secondly, and related to the foregoing, there is the danger that research information obtained by a practitioner is treated no differently to the less rigorously developed views of any other practitioner. Clearly, this raises significant concerns in relation to the dissemination of practitioner research; an issue not raised in the literature. In the current context of the lack of faith invested by politicians and the media in education professionals generally it is doubtless an important area for consideration, though beyond the scope of the current discussion. Thirdly, and most difficult to assess, is the effect on the researcher perspective of also being a practitioner in terms of switching rôles and particularly sifting through the information which is thrust constantly at the practitioner in ways that do not distort the more formally managed research projects.

Having identified these difficulties for the practitioner researcher it is worth finally remarking that it is by no means clear that they do not also hold true, albeit in slightly different ways, for academic researchers. Indeed, it may be that again the practitioner researcher has an advantage in that such difficulties are more immediately apparent for her or him.

15.2.5 Efficacy of specific methods and instruments

It is now time to consider, against the background of demonstrable adherence to the general principles of new paradigm methodology, how effective the various research instruments have been. In chapter 2 four distinct approaches are identified in documents, statistics, interviews and questionnaires. How well each approach worked is now discussed.

i. Documents The research uses documentary material from two main sources, related to the establishment of NAESS and from individual case files.

That related to the establishment of NAESS is broadly descriptive and has two main uses. Firstly, as background information in respect of the service and secondly, as a means of initial empirical validation of the issues influencing service effectiveness arising out of the literature review. The documents, summarised in Appendix 1 and discussed in chapter 7, serve both uses well, in the broader context of the research methodology overall.

The individual case files have the advantage of simultaneously being subject matter and data, so there is no concern about the data being an adequate representation of the phenomena under investigation. Of course, this assumes that the files themselves accurately reflect the work undertaken on behalf of the child. (A sample case file is included in Appendix V). The difficulty arising from their use rests in the need to manage distortion in the analysis arising from two sources. Firstly, from the need to reduce such an immense amount of information to something manageable, and secondly, from the degree of discretion the researcher has in classifying and categorising the data. There is a danger that the data may be both impoverished and misrepresented. Against this rather negative view it is important to recognise also the advantages arising from this study (reported in chapter 10). Firstly, the results do converge with those from other studies. Secondly, the study of the files offers an opportunity to investigate both outcomes and processes and so provides a bridge between the two, thus enabling clear linkages between the studies of

the products of NAESS's work and the interactions between the service and its users and associates. Thirdly, the file data gives some indications of specific areas of work where NAESS is frequently less than effective eg where there are attendance problems or involvement with the criminal justice system. Consideration of such anomalous factors is potentially useful in attempts to identify problems in service delivery.

ii. Statistics The thesis uses a range of statistical material, mainly focusing on outcome data. Its main purposes are to investigate outcomes against predetermined aims eg placements, costings and to consider whether the achievement of such outcomes has, possibly negative, consequences in any respects eg exclusion rates, on other agencies. The use of such approaches is straightforward, so long as the data encompasses all significant perspectives. Statistical data is also used in the study of schools' referral practices (chapter 11). In this respect there are three main purposes. The first is to illustrate the salience of school factors in relation to the identification of children as having emotional and behavioural difficulties. The second is to show how, at least in this respect, NAESS is able to exercise influence over school practice. The third is to point up specific anomalies in school practice which may inform, through further study, the relationships between NAESS and its users and associates. These analyses are critical to the progress of the research. If the first two points could not be demonstrated there would be little purpose in investigating NAESS; school interactions beyond outcome and user satisfaction.

iii. Interviews The interviews provide the best reflection of the general methodology. They focus on matters of concern for informants rather than the researcher and so have the greatest potential for uncovering novel data. They enable analysis grounded in the data rather than on the basis of pre-determined categories, though also permit subsequent analysis on the basis of the issues influencing service effectiveness and thus coherence with other studies in the thesis.

By opting for an informant approach (Powney and Watts, 1987) with minimal reliance on pre-set questions, can be kept to a minimum. The major influence on the quality of the data relates to recording. For the reasons already discussed (see chapter 8) annotated transcripts are used, leaving much to the discretion of the researcher.

Under such circumstances it is necessary that the results from interview studies are checked against other research findings eg from questionnaires or further interviews. Only where such results converge can they be deemed to be sufficiently rigorously obtained to be valid. Validity is enhanced further when results are congruent with those obtained not only from other studies but also from other perspectives eg statistical, professional.

iv. Questionnaires It is useful to distinguish between questionnaires that ask open and closed questions. Superficially, questionnaires that ask open questions eg those reported in chapter 14 have much in common with informant interviews allowing respondents' own concerns to be raised and

also analysis from both emergent and predetermined perspectives. So it is important to acknowledge the differences in responses, reported in chapter 14, to questionnaire and interview approaches arising, it would seem, from the medium of communication. That is, there appears to be a tendency, to which researchers should pay regard, for respondents to be more positive, conciliatory and circumspect during interviews and negative, conflictual and assertive when completing open-ended questionnaires. Such a finding has far-reaching implications for the conduct of ethnographic research.

In many ways the questionnaires designed to be used primarily by NAESS users - teachers, parents and children - have given rise to most concern. The background to the study reported in chapter 12 includes; the theft (during a domestic burglary) of a complete set of interview data obtained from the same groups of respondents (though different individuals); an extremely low return rate of questionnaires to headteachers, special educational needs coordinators and teachers (arising largely from the political circumstances at the time); and the wish to obtain, in order to support convergent and congruent validity, another type of data, open to more statistically based analysis. The approach chosen has two main difficulties. Firstly, it does not ensure that respondents' concerns are sufficiently represented and secondly it confuses emergent and pre-determined themes within the data. Consequently, the main concern is that potentially important data is missed due to a narrowness of focus. In retrospect, it may have been better to conduct some free-ranging interviews addressing both informants' and researcher's interests as a preliminary to the construction of the questionnaires.

15.2.6 The rôle of theory throughout the thesis

Throughout the thesis the use of theory has been subordinated to the consideration of the work of NAESS on the basis of the issues influencing outcomes. Consequently, the use of theory has not generally been explicit. Examples include:

- the construing of the categorisation or selection of children in the education system as the bipolar opposite of childcentredness, on the basis of Personal Construct Theory (Kelly, 1955), and the transcending of that construct by considering what schools do in relation to the impact on children ie effectiveness.
- construing the work of NAESS in terms of issues influencing outcomes arises from systemic approaches (eg Campbell et al, 1989) which enable the consideration of meanings and connections beyond the obvious and outside the immediate structures, procedures and approaches.
- elements from Rational Emotive Theory (eg Ellis and Greiger, 1977) eg absolute thinking; Attribution Theory (eg Hewstone, 1989) eg negative attribution; Personal Construct Theory (Kelly, 1955) eg hostility, fragmentation; and research into attitudes eg Zajonc's (1980) findings about the influence of emotion on attitude change are examples of how theory informs the explanatory model of support for schools in managing difficult behaviour developed in the next section.
- sociological theories on deviancy (eg Akers, 1977) inform the thesis in a variety of ways. These include ideas on the rôles of conflict and consensus in change processes; the effects of labelling (Becker, 1963) on children identified as having emotional and behavioural difficulties;

and, generally, people's beliefs about those whose behaviour gives cause for concern.

15.3 Interpreting the findings: an explanatory model of supporting behaviour in mainstream schools

This section aims to draw together the findings of the various studies so far reported in order to create a coherent model for the work of NAESS, particularly in respect of schools.

When attempting to describe complex social interactions it is inevitable that some perspectives dominate over others. There is, potentially, a wide variety of ways in which the explanatory model could be presented. Throughout the thesis the dominant perspective presented has been that of NAESS itself and particularly the service's interaction with schools. It is reasonable to suppose that the conclusions would have been quite different though not necessarily incompatible if the main focus had been on, say, how schools, parents, children, other agencies or the lea could work most effectively with a support service. It is necessary to accept that this is so whilst also attempting a systemic analysis which will, from the NAESS perspective, attempt to develop understandings of the perspectives of others.

Even when it is accepted that one perspective will dominate there is still scope for presenting an explanatory model in a variety of ways. This is not to suggest that the approach adopted is arbitrary but rather that there are alternatives. The model presented now is designed to facilitate

discussion of the interactions between NAESS and the service's users and associates. It is summarised in Table 15.1. Later, in the final section of the thesis, an alternative model is presented which is designed to enable others working in the field to make sense of the findings of the thesis from their own perspectives.

15.3.1 Shared understanding and the management of change

Much of the planning of NAESS structure and operations has been based on traditional conceptions of service delivery derived from, for example, Organisational Development (eg Fullan et al, 1980). However, such approaches are rather narrow in their focus, which concentrates on organisational factors addressed through the formulaic application of linear models of problem solving. That is, they ignore much of the complexity of the interactions between the people involved. That NAESS staff in their day to day work break out from the structures of the model of service delivery described in Chapter 7 is clear, especially from the final interviews reported in Chapter 14. What staff are doing appears to be reflected in the alternative means of construing service delivery developed within the thesis. That is, in terms of managing issues that are identified as influencing the outcomes of the work of the service. The benefits of construing service delivery in this way can be understood in terms of Personal Construct Theory (Kelly, 1955). Firstly, the range of convenience ie the range of factors potentially incorporated is broadened to account for significantly more of the complex dynamic involved. Secondly, the means of construing service delivery is much looser and more flexible, allowing the incorporation of new factors and new ways of making

Table 15.1 **An initial explanatory model of the work of NAESS**

Shared understanding and management of change

NAESS	Aims and principles
	Standard operational procedures
	Managing the issues
	Quality assurance
LEA/DFE	Aims and principles
	Issues: how children's needs are identified scope of special education information management/resource allocation
	Responding to schools' expressed wishes
Schools	What schools do
	Process indicators
	Possible response

sense of existing factors. This is not to suggest that structures eg staffing structures, referral procedures, models of working are not necessary.

Shared understanding is of central importance to all the other issues. The thesis begins from an epistemological position based on the view that reality, ie all feelings, thoughts and actions, is socially constructed (Berger and Luckman, 1967), and is developed ontologically in terms of intersubjectivity and the importance of perspective (Heron, 1981). Further the theories on which the interpretation of the data is based explicitly acknowledge the centrality of shared understanding within social processes (eg Kelly, 1955; Bandura, 1986).

Difficulties that NAESS experiences in service delivery are well understood in terms of the lack of shared understanding. Also, it is important to acknowledge the role of emotion. That is, people find it most difficult to change their attitudes, and consequently their understanding, in situations fraught with emotion (Zajonc, 1980), such as is the case when working with children's difficult behaviour.

It would be simplistic to believe shared understanding represents some kind of ultimate goal. If everybody involved in, say, behaviour management in schools was in full agreement about all salient factors the result would be stagnation. Indeed, as is discussed in detail in Chapter 4 consensus can be a hindrance to development. That is, the aim is not to reach shared understanding as such but rather to manage the interaction in terms of the benefits of both consensus and conflict.

Recent developments in ideas about the management of change (eg Ball, 1987; Fullan, 1993) stress the necessity of moving beyond a focus on organisational structures and linear problem solving approaches. It is suggested that the dynamic complexity within institutional change and the 'people factor' have been given inadequate attention.

In that NAESS has considered its actions in relation to the broad range of issues influencing service delivery it is, at least, arguable that the service has considered and responded to the dynamic complexity of the factors affecting the outcome of its work. The broadly very positive outcome measures tend to support that conclusion.

However, it is also, at least, arguable that NAESS has not responded so well to the 'people factor', operationalised in terms of the full involvement of all concerned (which is, incidentally, a service aim). Despite the service's ability to respond flexibly to needs it is clear that working to aims, setting the agenda, establishing a strong ethos and working to persuade others of the 'rightness' of the NAESS approach is antithetical to the full involvement of service users in the work undertaken. It may even be that approaches based on theoretical frameworks are intrinsically antithetical to the involvement of service users.

It is further argued that in the absence of their full involvement in the process of change there is a point beyond which people do not develop their practice and that any change achieved through the involvement of NAESS is unlikely to persist without the service's continuing involvement, whether directly or indirectly. Having made such an assertion it is necessary to

back it up with theoretical and empirical support and is desirable to suggest possible strategies to enable more development in future. Both matters are addressed throughout the ensuing discussion.

15.3.2 Northern Area Education Support Service

For the purpose of the explanatory model NAESS is construed in terms of:

- aims and principles
- standard operational procedures (see chapter 7)
- managing the issues that influence service effectiveness (introduced in chapter 5)

and also in terms of specific approaches to quality assurance.

i. Aims There are three sets of explicit aims relating to the work of NAESS. The first is derived from the hopes of the service expressed by the lea in respect of educational placements for children and financial costings. The second is that devised by NAESS itself with the intention of providing a clear direction for the service's work and of effectively setting and controlling the agenda in working with service users and associates. These are supported by explicit theoretical assumptions and principles for the service's work (see Appendix 11). The third set of aims is that adduced, within the thesis itself, from the literature on special education (see 5.3.11). It is observed that the major users of the service have had no opportunity to influence its aims directly. This is especially remarkable in that a general aim is to ensure their full involvement!

In addition to providing overall direction and a means of managing the overall agenda of the service's work aims are useful in respect of quality assurance. That is, it is fairly straightforward to derive outcome measures based on aims. The outcome data presented in Chapters 8 to 11 covers a range of measures in relation to educational placements, financial costings, exclusion rates, effects on other agencies, changes in children's behaviour, user satisfaction and patterns of referral. It is reasonable to conclude that in respect of the primary aim of promoting integrated, comprehensive education NAESS has achieved very significant success. However, in relation to its other major aims the outcomes are less clear. On the face of it NAESS can claim some success in the achievement of an equitable allocation of resources. That is, there is now a closer correlation between secondary schools' rankings on socio-economic measurements and rates of referral of individual children. Also, rates of referral by year group suggest more reasoned and equitable practice. However, there remains the issue of disparities in referral rates by primary schools and indeed no referrals by a significant number of primary schools.

In relation to the aim of enabling full participation of children and parents in the special education process again NAESS has achieved some success, especially in terms of supporting collaboration between parents and schools. However, parental participation in relation to special needs arising from difficult behaviour is a special case (Wolfendale, 1983) that creates challenges for all involved. Whilst an important area demanding of attention this is beyond the scope of the thesis. There is also a strong suggestion of problems related to engaging at least some children with

NAESS support, again worthy of attention but beyond the scope of the thesis.

The final aim introduced in 5.3.11 relates to maximising or optimising the effectiveness of the work of NAESS. This is highly complex and is construed within the thesis mainly in terms of NAESS's work with schools. There are no straightforward outcome measures in this regard as this aim goes directly to the matter of the interaction between NAESS and the schools with which it works.

ii. Standard operational procedures The main purpose of standard operational procedures is to manage the interactions between, in this case, NAESS and service users and associates. However, it is argued throughout the thesis that such procedures are likely, at least for some of the time to:

- act as a barrier to effective working, by being inappropriate in some circumstances.
- be unable to anticipate all the actions NAESS needs to take in order to be effective.

The challenge for NAESS (as it is for any organisation) is to create structures and approaches that enable day to day work to relate directly to service aims and to the demands of service users and associates but also be amenable to the need for flexible responses arising from:

- unusual circumstances eg difficult relationships with schools, threats to resource base, political uncertainty and discontinuous change.

- unforeseen occurrences eg unregulated resource allocations by the lea, political pressure
- emerging possibilities for improvements to effectiveness.

The challenge is met, by NAESS management in two main ways. Firstly, by anticipating elements in the service's wider system that are likely to give rise to difficulties in service delivery. Secondly, by creating an explanatory framework for the inevitable difficulties that are not anticipated.

NAESS's standard operational procedures are described in detail in chapter 7 and it would be repetitious to reiterate them now.

The ways in which the service manages the unusual, unforeseen and emergent elements of its work can be understood in terms of its management of the issues, derived from the literature review, which influence service effectiveness. Before turning to the discussion of the issues it is necessary to make some further observations about standard procedures. Firstly, the research has not been concerned with the adherence of NAESS staff to standard procedures. It is recognised that staff will diverge from the approaches laid down for the service. If work achieves its aims then, broadly, this does not matter. If work presents difficulties supervision is available to consider, amongst other things, adherence to agreed approaches. Secondly, there is substantial overlap between standard procedures and the management of the issues. This helps to ensure that critical factors are not missed, demonstrates linkages between procedures and issues, and prevents the frequent need for confusing changes to standard procedures.

iii. Issues Much of the remainder of the current section is given to consideration of the challenges posed by service users and associates that demand flexible management by NAESS. The service's responses ie management of the issues are discussed in those contexts. For now it is useful to give some indication of NAESS's less explicit aims and the strategies employed in their pursuance. There are parallels between what follows and the work of sociologists of education who describe organisations in terms of 'micropolitics' (Ball, 1987) and who point out that individuals and organisations will pursue their own agendas in preference to those laid down by authorities (Fulcher, 1988).

Such a description constitutes, beyond standard procedures, the second issue identified ie what support services do. In this respect it is convenient to draw together lists of empirical findings in relation to four implicit 'micropolitical' or strategic aims:

1. Create a strong service ethos, established and maintained through:
 - service aims and theoretical assumptions
 - model of working
 - service structure
 - promotion of professional approaches
 - staff training
 - staff supervision.

2. Manage the agenda in respect of work undertaken by:

- use of information eg data on provision
- explicit aims and theoretical assumptions
- obtaining support from eg lea officers, NAESS Visiting Committee, including councillors, NAESS Panel, including headteachers
- offering (almost) the totality of provision with respect to behaviour management in the area
- (almost) avoiding involvement with the formal and legislative procedures associated with special education
- publicising success
- managing access to resources on the basis of service aims
- managing liaison with users and associates.

3. Promote general understanding of the NAESS approach through:

- meetings and information for users and associates
- referral procedures
- INSET
- responding to expressed concerns

4. Responding flexibly to the needs of individual children, families and schools, whilst avoiding the compromising of legitimated service aims.

It is the second of these 'micropolitical aims' that has the potential to present most challenges for NAESS's relationships and interactions with users and associates. How these challenges arise is a major theme for the remainder of the thesis.

iv. Quality assurance It is convenient to begin to consider approaches to quality assurance of the work of NAESS at this point. The outcome measures summarised in 15.3.2.i. play one role in this respect as performance indicators.

Quality assurance of standard operating procedures has not been a focus of the research. This is broadly a responsibility of NAESS management and can be described generally in terms of monitoring the efficacy of and adherence to the various explicitly agreed structures and approaches. Monitoring takes place through:

- a. self-review by staff using, for instance, Personal Professional Development materials (after Watts et al (1988); see Appendix III)
- b. staff appraisal scheme
- c. service database - casework
 - groupwork
 - INSET
 - projects

- d. service meetings - whole service
 - team
 - management
 - special groups
 - casework review
- e. consultation
 - visiting committee
 - lea
 - parents
 - schools
 - other agencies
 -
- f. staff supervision
- g. time allocation monitoring
- h. specifically focused surveys and reviews
- i. internal evaluation - lea
 - Ofsted

The major contribution of the thesis is in respect of assuring and promoting the quality of the interactions between NAESS and its users and associates, particularly schools. Throughout the empirical chapters of the thesis the elements of quality assurance have been construed in terms of how the service manages the issues arising within its work beyond aims and standard procedures. It is now time to construe that management more

specifically in respect of strategies that can assure and promote quality in service delivery. However, it is necessary first to set such strategies in the context of legislation and the policies of the lea.

15.3.3 Legislation and the policies of the Local Education Authority (lea)

The lea has a potentially pivotal position in relation to the work of NAESS. This arises from its rôles and responsibilities in relation to government legislation and guidance, especially in terms of implementation. The literature review included extended discussion of the implications for the work of NAESS of legislation and its interpretation by lea's. During the period of the research legislation in relation to special education remained bound to the 1981 Education Act. However, the 1988 Education Act did have indirect impact on special education, particularly through the establishment of the National Curriculum, testing and financial management of schools under the arrangements for Grant Maintained (GMS) and Locally Managed Schools (LMS).

Towards the end of the research the 1993 Education Act and associated Code of Practice on Special Educational Needs (DFE, 1993) and the 'Pupils with Problems' Circulars (DFE, 1994) were introduced. The impact of these legislative changes is considered in 15.4.2.

From the perspective of the lea the aims and the principles upon which NAESS has based its work present no challenges to the service. (After all, it was the lea that set up NAESS). However, the literature review

identifies three broad issues that are profoundly influenced by lea practice and have the potential to cause problems in service delivery for NAESS. They are:

- how children's needs are identified
- the scope of special education
- information management/resource allocation.

The research strongly suggests that these issues have, in fact, not had any significant impact on the work of NAESS. That is, they are rarely, if ever, raised by service users and, when raised explicitly with users are not regarded as problematic. The most convincing explanation for such a finding lies in the de facto delegation of the management of these issues to NAESS by the lea. That is, standard procedures, including referral, case closure, INSET, social skills courses and projects, all serve to define 'emotional and behaviour difficulties' within the northern area of Warwickshire. They similarly define the scope of special education particularly through the service managing its work on the principle that it constitutes the totality of available resources, and by ensuring that it is the major source of information about matters associated with ebd in the area.

Such an approach is clearly associated with NAESS's 'micropolitical' or strategic aim to manage the agenda in its work and raises the question of the extent to which it was appropriate for the lea to allow the service such a degree of discretion. The significance of this question is raised by considering it next to other findings of the research in relation to the

relative lack of involvement of service users and associates at all levels of NAESS's operation.

By delegating management of the three issues to NAESS the lea effectively disables itself in terms of responding to schools' expressed concerns. Whilst the research has not produced much in the way of empirical findings in this regard (except for the evident frustration of some headteachers reported in chapter 13) this is presented as a matter demanding of attention in regard to the provision of support to schools by lea's.

This brings the discussion onto the 1993 Education Act and related guidance. The Code of Practice on Special Educational Needs, in particular, makes it far more difficult for lea's to delegate their responsibilities in respect of the three issues. This matter is discussed in more detail in 15.4.

15.3.4 Schools

The relationship between NAESS and the schools it serves has been the major focus for the research. This relationship is explicitly concerned with the general aim of maximising the effectiveness of NAESS, which may be operationalised in terms, again generally, of changing the culture of schools in respect of their approaches to behaviour management. (That is, in terms of the subtitle of the thesis). Against a background of positive outcome measures the research has investigated how schools respond to the support they receive, and ultimately is concerned with the prospect of

persistent, developmental change in their approaches to behaviour management.

Table 15.2 provides a framework for considering the interaction between a school and support service. The first thing to say is that such a framework demands a high degree of judgement on the part of those involved. It reflects the dynamic complexity of the work involved and focuses squarely on what people are doing. Further, the framework reflects the nature of the data obtained through post-positivist, new paradigm methodology.

i. What schools do The framework begins with schools' responses to children's problem behaviour. If there is judged to be any difficulty in this respect it is then necessary to consider further groups of factors relating to the school generally and relationships with parents and the support service. Most of the factors identified are presented in the form of bipolar constructs (Kelly, 1955). Many are relevant to two or more of the general headings. There is no suggestion that poles of each construct indicate something necessarily 'good' or 'bad' about a school, though generally a tendency towards the righthand pole may be regarded as preferable, in terms of behaviour management and support work. The constructs are not all derived directly from the empirical work, but from the literature also. Though all are congruent with the research data presented within the thesis. The framework does not differentiate between factors in terms of their salience. Indeed it is inevitable that different factors will rise to importance under different circumstances. However, it is pertinent to show which factors emerge from the data as particularly

Table 15.2 The relationship between schools and NAESS

What schools do	Process indicators	Possible responses
<p>1. re children presenting problem behaviour</p> <ul style="list-style-type: none"> - rejecting - accepting - rigid - flexible - static - dynamic - reactive - responsive <ul style="list-style-type: none"> - proactive - defensive - assertive - beliefs about aetiology of problem behaviour 	<ul style="list-style-type: none"> - fragmentation - hostility - absolute thinking - sources of concern <ul style="list-style-type: none"> - self - task - impact - emotional content - attributions - systemic analysis - respect 	<p>(If problems are perceived)</p> <p>Within the context of a problem solving approach based on the consideration of relevant factors and indicators a creative response is required. This may involve:</p> <ul style="list-style-type: none"> - further targetted investigation - involvement of other agencies eg if general school factors are a major concern - discussion with and support for head, senco/ year heads - deployment of NAESS staff skilled in building positive relationships - offering additional or alternative services - inservice training - projects - injection of conflict
<p>2. re general school factors</p> <ul style="list-style-type: none"> - closed - open - static - dynamic - rigid - flexible - hierarchical - collegiate - rejecting - accepting - defensive - assertive - reactive - proactive - dependent - independent - divergent - cohesive 	<ul style="list-style-type: none"> - as for 1. - also <ul style="list-style-type: none"> - relevant school policies and procedures - role of headteacher and senco vis a vis behaviour management and support - involvement of staff and pupils in approaches to behaviour management. 	

- 3. re relationship with parents
 - rejecting - accepting
 - as for 1.
- 4. re relationship with NAESS
 - degree of shared understanding
 - head and/or senco/year heads supportive of NAESS
 - closed - open
 - rigid - flexible
 - rejecting - accepting
 - defensive - assertive
 - dependent - independent
 - also
 - direct feedback to NAESS and others
 - as for 1.

important in relation to, firstly, behaviour management generally and, secondly, the interaction between NAESS and schools. This information is presented in Table 15.3.

Where schools tend to reject children, their families and their behaviour there is little scope for support work. Where schools seek to blame others for problem behaviour and respond defensively to the idea that they might change their practice they are similarly unlikely to respond to suggestions from a support service. Inevitably in such circumstances schools are inclined to react, in un - or ill-considered ways, to children's difficult behaviour and to reject planned responses.

Also inevitably, the extent of shared understanding - of NAESS approaches by schools and of school circumstances by NAESS - impacts on the quality of school - NAESS interactions. Consequently, it is necessary that both schools and NAESS, to some extent, are prepared to suspend judgement whilst trying out agreed approaches. The explicit support of NAESS by school leaders - heads, senco's and year heads - is demonstrated by the research to be of central importance, if school staff are to carry out agreed programmes. Relative degrees of dependence and independence on the part of schools in relation to NAESS are similarly shown by the research to be a crucial factor determining the quality of the service's work.

It is acknowledged that the factors listed do not constitute a clear picture in operational terms of what schools do. Rather than dissect and discuss them one by one it is more meaningful to accept and value the range of interpretations that can be put upon them and to address their operationalisation in terms of the process indicators.

Table 15.3 **Important factors in what schools do**

re behaviour management

- rejection - acceptance
 - of child
 - of family
 - of specific behaviours
- beliefs about aetiology of problem behaviour, especially in relation to the actions of teachers and schools
- defensive - assertive, in terms of responses to problem behaviour
- reactive - proactive, in terms of school's actions

re NAESS

- extent of shared understanding about how the service operates
- preparedness to suspend judgement while trying out NAESS proposals
- support of school leaders for NAESS
- extent of dependence - independence on or from NAESS

ii. Process indicators The process indicators are suggested largely by the literature particularly psychological theory and validated by the research data presented within the thesis. They apply equally to school staff and NAESS staff. (Indeed they may also be applied to others in the dynamic, though that has not been a major focus of the thesis). Such indicators differ from outcome measures especially in respect of their qualitative nature. That is, they are not so much measured as have judgements made about them. (It is a moot point and one probably deserving of future research whether there is potential value in attempting to quantify the process indicators). It is convenient to discuss the possible responses to problems suggested in respect of each process indicator, though it is stressed that in practical terms indicators are considered together as part of a problem solving process before deciding upon responses.

a. Fragmentation and hostility are both ideas from Personal Construct Theory (Kelly, 1955). Where a person's expressed views and beliefs are inconsistent, incoherent or contradictory they may be regarded as fragmented. Where a person persists in actions that do not lead to the desired outcome or indeed deny that the desired outcome has been achieved in spite of clear evidence for it they are described as hostile. Both ideas relate to the quality of understanding of, in this case, children's problem behaviour, and so may have an adverse impact on shared understanding. They are also related to tendencies to rigid and defensive thinking. Broadly, two complementary responses are available. Firstly, to encourage a suspension of judgement whilst agreed actions are carried out. Secondly, the provision of opportunities eg through discussion or INSET to develop understanding.

b. Absolute thinking arises from Rational Emotive Theory (eg Ellis and Greiger, 1977). It is characterised by the expression of 'oughts' and 'musts' and leads to irrational beliefs eg children should behave perfectly. Absolute thinking is associated with extreme preferences in relation to the range of factors describing what schools do. Possible support service responses to absolute thinking are similar to those for fragmentation and hostility.

c. Sources of concern (Hord, 1988) are a potentially powerful tool when investigating the quality of the interaction between school and support service. The research has consistently shown a strong tendency for many teachers to express concerns arising from children's problem behaviour and the work of NAESS which focus upon the effect on themselves (the teachers). This indicator relates to a wide range of the factors influencing what schools do. It is perhaps particularly salient in relation to rejection of pupils and parents, rigidity, defensiveness and divergence of aims within schools. The research further suggests that school leadership is the major factor in terms of response. That is, it is not enough to say simply that teachers' expression of self-concern reflects solely on them as people and professionals. Systemic factors and particularly the full range of work related pressures on teachers are crucial. Headteachers and other senior staff are able to encourage teachers to attend more to task concerns ie implementation of agreed programmes by being supportive of both NAESS and staff. Further, they may recognise that a predominance of self-concerns amongst staff is not indicative of the general ethos of an effective school and take wider action in that regard. What that might be is well beyond the scope of the current thesis and relates to school effectiveness work generally (eg Reynolds, 1995; Mortimore, 1995).

d. Emotional content in schools' interaction with NAESS is both easy to observe and hard to measure. It is probably inevitable that teachers experience strong negative emotion in relation to children's difficult behaviour. This may be characterised in a variety of ways (eg Kelly, 1955: Eiser, 1994) which, again, are beyond the scope of this thesis. The important point in the current context is about the management of emotion through the promotion of understanding of the factors involved in behaviour management. Emotion is an influence on all the factors describing what schools do, tending to promote constructions based on the left hand poles of the constructs presented in Table 15.2.

e. A dominant theme within the empirical research reported in the thesis has been a tendency to a direct relationship between lack of shared understanding - about problem behaviour and related support - and negative attribution ie blaming others when things are not going well. That is, blaming others is a powerful indicator of the need to develop shared understanding. This is closely related to the matter of systemic analysis. That is, where people appear to fail to take account of factors influencing problem behaviour and responses to it, it is reasonable to conclude, again, that they lack understanding or, at least, are not applying their understanding.

These indicators relate most closely to a tendency to reject others and to closed, static and rigid thinking and action. Again, responses need to focus on the promotion of understanding of children's behaviour and support.

f. Respect and the desire for it is another strong theme arising from the research. Again, it is difficult to measure though observation and reflection upon the interactions between those involved should always give strong indication of the potential for difficulties arising from lack of respect within relationships. Also important is people's respect for their own abilities. The research findings suggest that lack of respect for others is often reflected in people's lack of respect for their own capacity for development. This is particularly so for the children and Group 2 schools. The importance of respect as a process indicator derives partly from the fact that it is the only one that relates to the factor of dependence - independence.

g. The involvement of all parties in determining schools' approaches to behaviour management and use of support services has emerged as an important factor, and as one where NAESS needs to develop its practice in order to improve the quality of service. Its importance and the fact that it does not apply just to schools leads to its discussion in a separate section (15.3.5) under the heading of liaison.

h. A final, and obvious, process indicator is that of feedback from schools about the service they receive from NAESS, which may be direct or indirect, solicited or unsolicited. It is naive to accept feedback at face value though, of course, sometimes that is appropriate. It is necessary to consider feedback alongside other process indicators. That is to subject it to analysis.

The current section concludes with illustrative discussion of the framework describing the relationship between NAESS and schools using the four groups of schools originally identified in chapter 13.

Group 1 Schools identified by NAESS staff as 'good to work with'

The starting point for NAESS's relationship with this, the largest, group of schools is the school's belief in, or at least preparedness to try to work with, the service. This leads in the majority of cases to successful interventions with individual children and perhaps to valued INSET and project work. This is fine, as far as it goes, and leads to good outcome measures. However, schools are likely to get used to NAESS support, and teachers to come to believe they need it. That is, schools and NAESS collude in a mutually supportive relationship. Once the relationship is established there is no need for the school to develop further.

Teachers working in such schools are likely to maintain their apparently positive working relationship with NAESS, even in the face of lack of shared understanding and personal stress, as a result of the support given to NAESS by their headteacher and by their continuing to make negative attributions, focusing on children and families. Any threats they may feel in relation to their sense of personal competence can be dealt with by accepting that NAESS has expertise they do not have themselves, or by attributing success to NAESS in terms of the provision of additional resources. That is, just the scenario identified within the interview data reported in Chapter 13.

It is important to distinguish between the situation just described and deskilling (Dessent, 1987). It is not that the involvement of NAESS leads teachers to believe they lack the skills necessary to manage children's behaviour. Indeed the broad outcomes achieved suggest strongly that, as a consequence of NAESS involvement, children's behaviour is better managed by mainstream schools. What appears to be happening is that a state of equilibrium is reached, whereby NAESS enables a school or teacher to develop better approaches, but that at a certain point the school or teacher comes to rely on NAESS to maintain its improved approach and, largely, ceases to develop. In that NAESS is a large service providing (almost) the totality of support to schools for behaviour management it is not necessary for the service to maintain direct involvement for developments to persist. That is, schools learn what the baseline is in terms of what they have to do in order to involve NAESS in future work. Thus, the size of NAESS can be seen to have an important effect in terms of creating a critical mass for change. This is not to suggest that if NAESS disappeared change would be maintained. In fact quite the opposite effect would be predicted in such circumstances, resulting from the schools' reliance on the service. What is suggested is that NAESS as a result of its size and overall impact on the schools with which it works is able to affect schools' responses to behaviour management indirectly.

Group 2 Schools identified by NAESS staff as 'difficult to work with'

Staff in this group of schools start with either great scepticism or no belief in the efficacy of NAESS. They find it very difficult to bridge the

gap between acceptance of their sense of their own competence and the evidence of the challenges to it represented by children's behaviour. Consequently they are more prone than the first group to fragmentation, hostility etc and so are likely to be more extreme in their negative attribution. That is what the interview data shows. Further, what is striking about this group of schools is that the three headteachers were very negative about NAESS, and to a much greater degree than other heads in any of the other groups.

Such a gap between self-belief and the actuality of children's behaviour is maintained by means of attributing the causes of problem behaviour well away from matters relating to the competence of teachers, themselves.

Group 3 Schools that have made little or no use of NAESS

For schools in Group 3 NAESS is an expensive irrelevance (though none was rude enough to say so). What is most striking about the heads of these schools is their almost complete absence of negative attribution of the causes for problem behaviour to others. Whilst they acknowledge the various factors in the aetiology of problem behaviour all the heads were of the view that school factors are most salient in determining children's behaviour in school.

Of course there is the possibility that such schools might persist in working with a child who would benefit from the involvement of NAESS or that the school as a whole might benefit from NAESS INSET or projects.

Group 4 Schools that have rejected NAESS

It is likely that Group 4 schools develop out of the situation of Group 2 schools. However, by rejecting NAESS they have taken an active decision to take control of their own agenda. After Group 3 heads those in Group 4 made the least negative attributions, even to NAESS itself. Like Group 3 schools they had worked actively and positively to develop their approaches to behaviour management.

15.3.5 Liaison

The initial discussion of liaison (5.3.11.vii) focused on the need to agree responsibilities with the aim of avoiding problems arising from one agency imposing its own priorities or evading its responsibilities at the expense of others, especially children and families. Whilst the outcome data suggests that the NAESS approach to liaison has been successful in these respects the research into the processes involved in support work shows that such a construction of liaison is dangerously narrow. It is useful to distinguish between those liaison procedures designed to prevent problems occurring and those whose purpose is more positive ie improving the quality of support work.

In researching the interactions between NAESS and schools, and, to a lesser extent, children and parents it has emerged that the service has paid insufficient attention to positive liaison, or, put another way, to the full involvement of service users and associates. There are two main

factors in this respect. Firstly, the 'micropolitical' or strategic aim to manage, as far as possible, the agenda relating to the work of the service. Secondly, the clear theoretical model upon which the work of NAESS is based. Both serve to exclude users and associates from full involvement with the support they receive. Set against this conclusion there is some irony in the finding that NAESS enables schools, families and children to work together more effectively.

Possible responses include NAESS loosening its control over its work and, once again, promoting understanding of its approaches. These matters are discussed in more detail in the next section (15.4).

15.4 Implications of the research

This final section of the thesis is divided into two subsections. The first considers the overall adequacy of the explanatory model for the work of NAESS, including consideration of elements that demand further attention. The second discusses the implications of the thesis for others working within the field particularly in terms of what they might profitably consider and of developments within the national context.

15.4.1 Adequacy of the explanatory model

The explanatory model for the work of NAESS has focused particularly, though not exclusively, on that with schools, mainly because early research findings suggested that this presented the greatest challenge to service

effectiveness. The model has developed through consideration of:

- theoretical perspectives
- the national context in terms of:
 - development and change in schools generally
 - special educational legislation, guidance and practice
 - practices in the provision of educational support
- the local context in terms of:
 - pre-existing provision
 - the process to establish NAESS
- a description of NAESS in terms of:
 - aims and principles
 - structures
 - provision made
 - operational procedures
- empirical research encompassing:
 - measures of outcome
 - some effects of NAESS on school practice
 - interactions between NAESS and its users and associates focusing on:
 - salient issues and factors
 - process indicators
 - potential developmental responses.

It is stressed that the explanatory model has grown from this process as a whole rather than, say, being proposed as a hypothesis early on and then being tested in some way through the empirical work.

The strengths of the explanatory model are in the following respects:

- the description of the structure and operation of a support service that has achieved high levels of success in relation to maintaining mainstream education for children identified as having emotional and behavioural difficulties
- the identification of outcome measures necessary to demonstrate such success
- the emphasis, over and above outcome measures, on the processes and interactions involved in the work of a support service construed in terms of issues that influence its effective working
- the identification of factors relating to those issues and means of determining the quality of the support service's management of them through the use of process indicators
- robust frameworks to describe the overall work of the support service. (The final framework is presented in 15.4.2 in terms that summarise what support services need to consider in the planning and delivery of their work).
- means of evaluating and of assuring, promoting and developing the quality of the work of support services.

The research methodology has allowed the emergence of new elements to be considered throughout the development of the thesis and it is inevitable that at this point some important matters remain. They are raised and briefly discussed now.

The issue of incentives for users of NAESS was raised in chapter 3 in relation to Social Cognitive Theory (Bandura, 1986). In retrospect, it may

have been appropriate to include incentives as an issue in its own right. However, it did not emerge again in the review of the literature or in the empirical work. Though incentives for schools has been identified by the Audit Commission (1994) as in need of attention in relation to special education generally. It is likely that incentives for use did not emerge in the research as a result of the high level of control over its work exerted by NAESS. That is, the service's overall approach was sufficient to keep users on task in relation to interventions agreed with NAESS. This is the same set of actions by NAESS which, it is concluded, have stood in the way of the greater involvement of users in decisions about the work they undertake with the service. Clearly, if NAESS was to relax its level of control over decisions affecting its work the danger of reducing the level of outcomes for children arises. The provision of incentives for schools in terms of their efforts in behaviour management, with and without support, has the potential to mitigate the effects of NAESS loosening its control over its work.

It has been argued that NAESS has worked outside the influence of the legislation and guidance influencing special education, the very occasional child being subject to statutory assessment notwithstanding. It has already been suggested that this situation results in the LEA effectively relinquishing some of its responsibilities and consequently being less able to support NAESS users and associates in any disputes. It is not proposed to attempt to argue that the quality of what NAESS provides might benefit from greater involvement with issues arising from special education legislation. However, there is the matter of the effects on the service of changes in legislation eg the 1993 Education Act and related guidance.

That is, by not engaging directly with legislation the service may be at risk when changes occur. This matter is pursued further in 15.4.2.

Finally there is the matter of specific areas that present relatively poor outcomes. It has been argued throughout the thesis that attention to problems can be generally illuminative of the work of the service. Problem areas identified but not pursued include:

- elements of equity, especially in relation to some schools that demand far more than the average and some that ask for less or even nothing
- the whole matter of involving users and associates in decision making. Whilst this has received some attention in regard to schools the research suggests greater problems for parents and children which is probably the highest priority for future work
- the gross gender imbalance in the work of the service probably reflects, amongst other things, the general lack of attention given to emotional and behavioural difficulties that are not a pressing problem for teachers and schools (Farrell et al, 1996)
- the efforts of NAESS are generally less effective in relation to work with:

- girls
- non-attenders
- older pupils
- pupils with criminal convictions

It is not difficult to identify hypotheses for these findings. That is, if only 5% of cases are girls it is reasonable to suppose that on average

those girls present more serious problems than the average boy. There is a lot of overlap between non-attenders, older pupils and those with criminal records. These groups are likely to have a well established deviant career and to have rejected education. Even so, it is important to investigate both the hypotheses and possible responses.

15.4.2 Implications for the national context

It is finally time to summarise the thesis in terms of what its findings have to say to others working in the field. In order to do so it is necessary to refer to the national context in terms of both the earlier discussion of the literature and contemporary issues. Table 15.4 summarises the elements that need to be considered by others working in the field.

The discussion will now focus on those elements that relate most closely to the literature ie the national context. It would be repetitious to consider the other elements also. They are included solely as part of the broad summary.

i. Education in schools generally Of course, it is beyond the scope of the thesis to discuss this area in detail though it is necessary to draw attention to major issues. Two main points arise from the discussion in chapter 5. Firstly, that schools are extremely complex social organisations and that traditional approaches to the management of change that rely on universally applicable models eg Stufflebeam et al (1971),

Table 15.4 **An alternative explanatory model of the work of NAESS**

1. National context
 - education in schools generally
 - effectiveness
 - change processes
 - sharedness and conflict
 - 1988 Education Act and all that
 - special education
 - identification of issues influencing effectiveness
 - managing those issues
 - 1993 Education Act and all that
 - behaviour support
 - critical analysis in order to inform establishment of a service
 - outcomes
 - approaches to behaviour management
 - approaches to service delivery
 - ongoing national issues
2. Local context
 - pre-existing provision
 - political processes
3. Theoretical basis
4. Aims and principles
 - explicit
 - implicit

5. Standard procedures

- structures
- liaison
 - within and without
- model of working
- managing access to resources
- service delivery

6. Outcome measures

7. Process indicators

Herman et al (1987), Fullan and Miles (1980) make untenable assumptions that ignore such complexity. Secondly, unanticipated factors are apt to arise eg Handy (1990), Senge (1990) that are likely to make nonsense of the best laid plans.

The currency of such views remains high within the literature (eg Reynolds, 1995; Mortimore, 1995) making them still a good foundation for both the work of NAESS and the research.

The most far-reaching changes in the general educational context during the life of NAESS have been consequent upon the 1988 Education Act, which continues to create turbulence for support services in a number of ways:

- the power shifts in the relationships between DFE, lea, schools, parents are far from settled. For instance, lea's, fearful of schools seeking Grant Maintained status, may seek to appease those schools in relation to, for example, exclusions and demands on support services.
- the resource base of support services relies almost entirely on funds provided by lea's. Since the 1988 Education Act the rules affecting the amount of money available to lea's have been continually changed. For instance, following the publication of the Code of Practice on Special Educational Needs in 1993 the government increased the amount of the total budget lea's could retain from 10% to 15%. And then, in 1996, they announced that this should reduce to 5% by 1998. What place support services then?
- the legal status of 'units' for children with 'emotional and behavioural difficulties' and the curriculum they provide continues to be unclear.

Whilst the Pupils with Problems circulars (DFE, 1994) do go some way to clarify the legal status of 'Pupil Referral Units' they do little to clarify the legal entitlement of those who attend them.

ii. Special education In chapter 3 the legislation, guidance and literature on special education was reduced to four general aims and eight issues demanding some form of management by support services. This analysis has served the thesis well by providing a firm basis on which to consider the complex array of factors influencing the work of NAESS. It has facilitated the consideration of factors anticipated from the literature but also allowed for the emergence of unanticipated factors and the identification of factors which require further attention.

It has been argued throughout the thesis that, effectively, NAESS has sought to operate with minimal reference to the general culture of special education. Further, it was argued in chapter 3 that elements eg the labelling of children (Becker, 1963), the deskilling of teachers (Dessent, 1987), procedures that reward inadequate practice by schools and withhold resources where practice is good, and cumbersome bureaucratic procedures supported NAESS's eschewal of that culture.

Such an approach, however, could not withstand the 1993 Education Act and associated Code of Practice on Special Educational Needs (DFE, 1993). It is not appropriate now to provide an extended discussion of their general impact. However, it is important to indicate that the intention of the DFE in developing this latest legislation was not so much to change as to strengthen the principles of the Warnock Report (1978) (Jeffrey, 1993). A

major effect of this strengthening of the legislative procedures has been to make it impossible for lea's to delegate responsibility for the management of provision for children with emotional and behavioural difficulties to support services. Warwickshire lea was obliged to determine identification criteria for special needs, to instigate audit procedures and to establish countywide approaches to information management and resource allocation. Consequently, it became impossible for NAESS to manage the issues of:

- how children's needs are identified
- the scope of special education
- information management and resource allocation

This subject is returned to in the Postscript.

iii. Educational support During the life of NAESS and the period of the research there has been significant growth in the provision by lea's of support services in respect of schools' management of children's behaviour (eg Gray et al, 1994). This increase has been paralleled by the development of ideas about such work.

It is convenient to discuss the contemporary literature on the basis of six main themes:

- general advice for schools
- equity in resourcing
- involvement/empowerment of service users

- liaison, especially between agencies
- evaluation/quality assurance
- the knowledge base

a. General advice for schools The approach of producing packages of materials that are intended as the basis for a total response by schools to managing children's behaviour appears to be ending. Galvin et al's (1991) *Building a Better Behaved School* and the more recent importation from the USA of Canter's (1992) *Assertive Discipline* appear to represent the end of the line. Instead writers are presenting their descriptions, findings and interpretations in forms that require those who might use them to do so in ways that are more responsive to their own contexts. Volumes such as those by Lane and Miller (1992), Gray et al (1994), and Cooper et al (1994) are representative of such approaches. It is intended that the thesis be part of this later development.

b. Equity in resourcing There are strong resonances in the literature of the finding of the current research that many teachers tend to focus on self-concerns (Hord, 1988) in relation to children's behaviour. Cooper (1993) and Farrell et al (1996) report that pupils, usually boys, whose emotional and behavioural difficulties directly challenge teachers are far more likely to receive support than those, often girls, whose difficulties are characterised by withdrawn and anxious behaviour.

c. Involvement/empowerment of service users The involvement of parents in programmes to improve their children's behaviour in school, as practiced by NAESS, has been paralleled by developments nationally (Wolfendale, 1992).

There are two complementary themes at work. Firstly, general support for schools in involving parents in whole-school approaches and associated individually focused interventions (eg Wolfendale, 1990). Secondly, the more direct involvement of support staff eg educational psychologists in individual casework with parents and schools eg Miller (1994c) whose positive findings are confirmed by the current research.

The involvement and empowerment of other service users, specifically teachers and children also receives attention, albeit far less than for parents, in the literature (eg Wolfendale, 1992, and Gersch, 1996 respectively).

d. Liaison, especially between agencies Against a background, nationally, of failures and scandals relating to the care and education of young people, including many with emotional and behavioural difficulties (see, for example, Miller and Lane, 1993) there has been a number of important reports from official agencies involved in education, health and social services which stress the need for improved liaison between agencies (Wolfendale, 1996). It is hoped that the findings reported in this thesis in regard to liaison, particularly in respect of managing agendas and process indicators, will usefully feed into ongoing developments in this crucial area.

e. Evaluation/quality assurance Accountability, performance indicators, audit and quality assurance have all become fashionable terms within educational circles in recent years, not least with the involvement of business and especially accountancy in education (eg Audit Commission,

1992a, 1992b and 1994). To a very large degree the focus remains on outcome measures in relation to specific techniques (eg Callias, 1992) in the tradition of Topping (1983). It is the major purpose of the current thesis to contribute to the development of process indicators in relation to the delivery of proven techniques.

f. The knowledge base The knowledge base in respect of emotional and behavioural difficulties and, from the health perspective, child and adolescent mental health has developed considerably over recent years. Inevitably not all the developments will prove to be positive so a critical approach is essential. Three important themes are identified.

Firstly, not just nationally but across the Western world, the identification of child and adolescent mental health problems is increasing. Rutter and Smith (1995) address this matter in detail. The implications for those attempting to meet the needs of these children, often with reduced resources, are profound. There are, broadly, three explanations for this phenomenon:

- children are experiencing more mental problems
- we are getting better at identifying children's mental health problems
- we are becoming less tolerant of elements of children's behaviour of self-concerns (Hord, 1988).

The relative weight given to each explanation is crucial in determining responses.

Secondly, and associated with the first theme, is the emergence of new or newly fashionable categories of emotional and behavioural difficulty. One very much current is Attention Deficit Hyperactivity disorder (ADHD) (eg Taylor, 1994). This category well represents many of the difficulties in the field generally. These include:

- the involvement of a wide range of professionals, often with conflicting interests
- a focus on within-child causation
- serving to absolve parents and professionals of responsibility, up to a point.

Such fashions tend to produce interest groups that can operate to divert disproportionate attention and resources away from those with greater need.

Thirdly, and reflecting a strong theme within the Warnock Report (1978) is the issue of the association of emotional and behavioural difficulties with other special needs. This is presented as an area of the knowledge base that demands further attention from researchers. Whilst not properly researched experience within NAESS strongly suggests that the most intractable cases ie children who do not respond to basically behavioural interventions (eg Lane, 1990) very frequently experience difficulties in acquiring other skills, for instance, literacy and, more especially, in expressive language. Why this is so is far from clear. One hypothesis worth pursuing is that teachers trained to operate, effectively, as behaviour technicians are unlikely to pay sufficient attention to say, language skills. This implies the need for research into the learning

styles of children identified as having emotional and behavioural difficulties .

Finally, it is necessary to make two observations about the contemporary literature in the field. Firstly, very little of it is directly concerned with the work of specially trained support teachers as opposed to formally qualified educational psychologists. One notable exception is the contributions in Gray et al (1994). Perhaps this simply reflects publishing tradition. Secondly, other than the work of Miller (1994a, 1994b) there is little that is directly concerned with the working relationships between support staff and teachers in schools. In fact, generally, the contemporary literature is complementary to the thesis and, indeed, frequently focuses on issues identified within the current research as requiring further attention.

Postscript

Warwickshire Local Education Authority took the decision to create a single, countywide 'Special Educational Needs Support Service' (SENSS) which began operating in September, 1995. Consequently, NAESS ceased to exist in an independent form and was amalgamated into the new, much larger SENSS.

It is never easy, especially for one with strong personal and professional interests, to discern the reasons for such decisions. As has been discussed the 1993 Education Act and Code of Practice on Special Educational Needs created a strong momentum for lea's to establish and manage consistent, coherent approaches in respect of special education. That fact alone may be a sufficient explanation. However, it is hard to ignore the implications of elements of NAESS practice, particularly:

- its independence
- its strong control over the agenda influencing its work
- its successes.

The NAESS Head of Service is now Principal Specialist (EBD) within SENSS leading the countywide team of EBD support teachers.

The educational psychologist attached to NAESS is now Specialist Senior Educational Psychologist (EBD) also with countywide responsibilities.

Appendix I Descriptive material relating to:

1. Provision in the Northern Area of
 Warwickshire prior to the
 establishment of the Northern
 Area Education Support Service
2. The process leading to the decision
 to establish the Northern Area
 Education Support Service

Provision in the Northern Area of Warwickshire prior to the establishment of NAESS

In the Northern Area of Warwickshire, prior to the establishment of NAESS, the following types of provision were available;

- advice to schools and families from Education Department support personnel ie educational psychologists, education social workers and inspectors
- on-site unit ie on the site of a mainstream school
- off-site units
- day special schools, maintained by other lea's
- residential special schools, maintained by Warwickshire lea
- independent residential special schools
- children's psychiatric hospital (with attached school maintained by Warwickshire lea)
- provision made by Warwickshire Social Services Department

i. advice to schools and families Up to the mid 1980's

North Warwickshire's educational psychologists were almost exclusively concerned with assessments, its education social workers with non-attendance and its advisers and inspectors with curriculum issues. Consequently, there was little systematic advice available to schools and families about how to manage children's behaviour. However, two years prior to the establishment of NAESS a small expansion in the Educational Psychology Service (EPS) did lead to the patchy development of school based management approaches.

ii. on-site unit A well established unit on the site of a comprehensive school within North Warwickshire's major urban area had an official capacity of six. It was staffed by one teacher-in-charge and admitted children via a panel usually at their point of transfer from middle to secondary school. It is significant that this was the only unit provision in the area which required that children had a Statement of Special Educational Needs. This was at the insistence of the host school's head teacher. The unit had some success in reintegrating children, at least partially, into the mainstream, thus increasing the numbers catered for to around twelve. However, it must be pointed out that it was not unknown for children to move from the unit onto residential provision (precise figures are not available). Further, significant numbers (again, precise figures are not available) of children were rejected by the unit's panel on the grounds of their difficulties being too serious and thus passed directly to residential schools.

iii. off-site units

a. The Atherstone Day Unit

This was another, well established unit based in a building which had previously housed a primary school. It was sited in a small town and had a capacity of twenty four. It catered for primary aged children and was staffed by a head teacher, two teachers, two non-teaching assistants, a part-time secretary and lunch-time supervisors. Admission was by a relatively informal process where educational psychologists referred directly to the head teacher who took lone responsibility for the decision to admit. The unit took children for four days a week. On the fifth (Friday) they returned to their mainstream schools whilst their teachers at the unit spent Fridays liaising with mainstream teachers and meeting with parents. It was intended that the unit take children for a maximum of two years with the aim of returning them to mainstream. In practice, though again precise figures are not available, it seems the majority moved on to special, residential school.

Finally, it is worth noting that the unit's staff, despite regular visits from the educational psychologists, felt generally unsupported by the Education Department (cf its admission procedures).

b. The Friary, Park House and Baddesley Youth Centres

These centres were set up as an alternative to home tuition for pupils permanently excluded from school, usually towards the end of their school careers. They were spread across the area, for ease of access; were staffed by a total of three teachers and one youth worker; and catered for

up to 16 children in total. Close links with the Youth Service were established so as to provide wider opportunities for potentially useful activities. Few other than those staff and pupils directly involved visited these centres. The curriculum was entirely left to the staff. Informal observation showed that activities consisted largely of pool, table tennis and mutual personal abuse. Most pupils stayed on the register of the centres (there were high levels of non-attendance) until they reached school leaving age. A few, particularly the younger ones, moved to alternative provision, though this was rare. Again accurate figures are not available.

Working, often alone and with virtually no support, with groups of very difficult youngsters put staff in a quite remarkably dangerous position.

c. The Henry Street Project and Tudor Centre

These units were based in Social Services Department children's centres and catered for up to a total of twelve children. They were operated jointly by the Education and Social Services Departments and provided for children with whom Social Services were directly involved and who were experiencing difficulties in school. Following the closure of children's homes in Warwickshire (Cliffe and Berridge, 1991) the Department was keen to work with children in their own home, or foster homes. This meant that they needed to do something to prevent these children being sent to residential schools by the Education Department.

The Education Department provided 1.5 full-time equivalent teachers to the centres and was represented on the admissions panel. Beyond that it had

little involvement. No figures or information are available about outcomes.

d. Linked Initial Vocational (LIV) Course

Based on the site of the local college of further education and staffed by two full-time teachers this course catered for twelve children in their final year of compulsory schooling. Children were admitted by a panel on the basis of evidence that they had 'outgrown' school. The college's stipulations in respect of theft and violence substantially reduced the number of potential students.

Some schools, recognising the clear dangers of raising some pupils' hopes that they may avoid a final year at school only to have them dashed, declined to refer. Others referred quite large numbers. The outcome was that twelve children were chosen from thirteen secondary schools as much as on the basis of geography as anything else. The college's stipulations meant that the most difficult cases were rejected and it was plainly obvious that many other children would have had equal claims to a place.

The issue of the efficient use of resources also arose. Two teachers were appointed in respect of twelve children who spent most of their time on college courses, some of whom rarely attended, and a good proportion of whom left two thirds of the way through the school year.

The course staff did monitor outcome. Most students left for the dole or labouring type jobs with no prospects. Those who began vocational training courses were more often than not to leave them within a matter of weeks.

There was much celebration over one girl who left to attend a drama course in another part of the county. It would be hard to argue that such outcomes justify the rather high expenditure.

iv. day special school Warwickshire does not maintain its own day special schools for children presenting problem behaviour though does, for a few children, buy places at schools maintained by other lea's. This has arisen particularly when parents have baulked at the suggestion of residential placement. The main limitation on such provision has been availability. This has restricted the numbers to a maximum of five at one time. The Education Department's follow-up of these children has been minimal, usually restricted to statutory reassessment under the 1981 Education Act and some involvement of the Careers Service in the final year. In no recorded instance has a child so placed returned to mainstream school. Other follow-up data is not available.

In 1989 an independent day special school for children presenting difficult behaviour was established in North Warwickshire.

v. special residential schools Before the establishment of NAESS, Warwickshire maintained two such schools, one for boys and the other for girls, both spanning the full age range for statutory education. When NAESS began operations these two schools were making provision for 33 children from North Warwickshire. (At the same time a further 62 children were placed in independent residential schools). The pressure on places within these maintained schools was a strong factor in the decision to create NAESS. In the case of boys it was a matter of sheer numbers, though

slightly more complicated for girls. The girls' school insisted that its pupils be sufficiently intelligent 'to be able to reflect on their behaviour'.

For both schools outcome data is hard to access, though the following observations are of relevance. A past Head of the boys' school kept his own ledger recording pupil details. The final column consisted in large part of entries referring to the Armed Services or some form of penal custody. The Head of the girls' school during discussion on integration proudly announced that 'many' of his pupils attended a mainstream school full-time, only residing at the special school. This begs very serious questions about the educational purpose of such provision.

vii. Children's psychiatric hospital This provides a notional four places (out of a total of twelve) for children from North Warwickshire.

Admittance to this facility is managed by the Consultant Child Psychiatrist. The lea operates a school on the hospital site. Actual patterns of referral are influenced by practices within the Education Department and are discussed in Chapter 10.

viii. Social Services Department The impact of the policies and practices of Warwickshire Social Services Department (SSD) on the management, by the Education Department, of problem behaviour in schools has been the subject of detailed research by David Cliffe (Cliffe and Berridge, 1991) as part of his study, sponsored by the National Children's Bureau, into the effects of the county's decision to close its children's homes. Cliffe's perspective was formed by the suggestion that this decision had precipitated an

increase in referrals, through the Education Department, with attendant financial implications, to residential schools. Cliffe's findings do not bear out the suggestion, and in any case, he identifies other factors which also exercise an influence. That is, Cliffe does not suggest that the SSD policy has no effect on the demand for residential schooling but that there are other factors too. Some are of relevance to the current research and will be alluded to elsewhere in the thesis. However, for the present, it is useful to draw attention only to the change in culture which this policy brought about. Clearly if the SSD was going to work with children locally it had to prevent them being moved to a residential school. Conversely, this policy put SSD resources, not least available foster placements under great strain, and it is likely that the occasional opportunity to place a child residentially would have been welcomed. The SSD was well represented on the panels making these decisions.

The process to establish NAESS

Sources of information

Information is available from documents kept on file by the various parties involved, within the lea. There is no intention to suggest that such data represents, independently, a valuable perspective on people's beliefs and expectations. However, together with issues identified in other ways eg through the Literature Review and consideration of pre-existing provision, documentary evidence can help to identify issues worthy of further investigation.

The documents are of various types, ranging from handwritten notes to published documents, covering policy statements, descriptive material, discussion papers, minutes of meetings, general correspondence and specific proposals. It is convenient to separate the documents in terms of those which relate generally to the development of special education in the County and those which relate specifically to NAESS.

Documents relating to general developments

The local Labour Party manifesto for the May, 1985 County Council elections contained a section expressing the intention to promote the 'integration' into mainstream schools of children with 'special educational needs'. With the Labour Party's formation of a minority controlling group within the Council a 'Working Party on the Implications of the 1981 Education Act' was established by the Education Committee.

During its existence (it was disbanded prior to the May, 1989 County Council elections) the Working Party issued a number of documents in order to state and discuss its policy, and to explicate the practical implications.

An early paper stated, 'The fundamental role of the working party is the interpretation, in the setting of [the County], of the responsibility to integrate in the light of these safeguards'. (The safeguards referred to are from Section 2 of the 1981 Education Act which states that integration should only take place if it is compatible with:

- the child receiving the special educational provision which she/he requires;
- the provision of efficient education for children with whom she/he will be educated;
- the efficient use of resources).

The paper continues by discussing integration under the headings 'Integration as a goal', 'Integration is a process, not a state', 'Integration is less likely to succeed if it is forced on people', 'No integration 'on the cheap''. Further discussion centres on the need to investigate the full range of special educational provision available within and outside the County: the need to consolidate existing practice compatible with County policy; and the need to facilitate further innovation.

Surrounding the intention to implement the 1981 Education Act were forces

associated with more general considerations of the need to make education 'reflect and enhance the goals of the society in which it takes place'. This was specifically in relation to opposition to discrimination and social segregation. Further, the policies of the local Social Services Department and Health Authorities to pursue 'community care' options were seen as further support for the developing lea policy.

It is apparent that the starting point for the Working Party was, in collaboration, where necessary, with other agencies, and in pursuance of general Government policy, to make sense of and to implement the 1981 Education Act. It recognised that a thorough-going understanding of what integration means is prerequisite and attempted to clarify this. In doing so the Working Party leaned heavily on the relevant sections from the report of the Warnock Committee (1978). The dangers of creating a simple dichotomy between integration and segregation, in that advocates of each would take up positions, and so create conflict, were discussed. The 'types' of integration; educational, social and locational, described in the Warnock Report were explicitly identified.

Funding for innovation was to come from two sources. Firstly, extra money made available by the County and secondly, from savings made on previous expenditure, particularly in respect of out of County placements.

Flexibility of provision, again an exhortation from the Warnock Report, was the keynote. The paper stated, 'This more flexible approach to the needs of individual children is reflected in a special resource centre by a more imaginative and adaptable use of teachers'.

Thus the establishment of NAESS must be viewed as just one part of the County's innovative approach to meeting children's special educational needs.

NAESS is the largest of four new facilities, one in each area of the County, created to meet the needs of children identified as having 'emotional and behavioural difficulties'.

Further, the Working Party established very superordinate aims for the development of NAESS along with other provision. It is necessary now to consider how those aims, embodying 'integration', 'in meeting the needs of individual children', through the 'flexible and adaptable use of teachers', were translated into concrete provision.

Early documents relating to NAESS

A discussion paper entitled 'Support for Pupils with Emotional and Behavioural Difficulties' formed the basis for a meeting of the Working Party in January 1986. The paper begins with a melange of fact and assertion. It is stated that approximately 80 children were then placed out of County because of 'emotional and behavioural difficulties', and that approximately 50 children may be categorised as 'acting out'. The 33 children placed in County residential schools on the same grounds are not mentioned.

It is asserted that, 'Some will respond well to techniques of behaviour

modification, others will benefit from attendance at a therapeutic community'. There is also extended discussion in respect of their measured 'intelligence'. It is noted that, 'There is a very considerable gap between the level of support available for children from, say, one of the four facilities [across the County] for secondary age pupils [on-site units] and that afforded by a special boarding school. It would be inappropriate therefore simply to establish a number of additional secondary facilities and expect them to cope with all the children currently placed out-County'. This leads directly to the stated aim, 'In order to achieve maximum integration of children with emotional and behavioural difficulties into ordinary schools, the gaps between ordinary and special schools need to be bridged and narrowed'.

Developments from the lea's two schools for children with 'emotional and behavioural difficulties' were suggested. The proposals are relevant to the development of NAESS as they formed part of the basis for the new provision, also discussed in the same paper. Specifically, as well as teaching and ancillary staff for a day unit and a teacher to offer support to individual pupils on a peripatetic basis, a requirement for an educational psychologist to provide 'counselling' and some unspecified support from a psychiatrist was proposed.

In considering how further to meet the 'current, identified need' the notion of concentrating on 'a wholesale development of facilities/units linked to ordinary schools' is rejected on the joint grounds of likely cost and the schools' 'need for further support'.

The proposal is then made to establish a 'support centre' in the Northern Area of the County. The paper states,

'Ideally it should have a hostel attached to it but, given the constraints on the capital programme and the lack of suitable premises in the County, this may not be possible. It might, therefore have to be a mixed day facility probably for up to fifty children of average ability and of secondary age. It would need to be situated in the area from where a high proportion of the County's referrals for this sort of provision arise. By choice the centre would be based on the campus of a secondary school to allow both opportunities for integration and broadening of the centre's curriculum. The building would probably need at least nine classrooms plus spaces for Art and Craft, Science, etc. There is insufficient spare accommodation currently available in any of the Authority's schools. In addition to the building and its running costs other resources that would be needed include:

- i. a Head and nine teachers for the day facility
- ii. at least three helpers and other ancillary support
- iii. at least one teacher to establish the support service and travelling expenses
- iv. transport costs.'

The ensuing discussion covers the need to finance the service from savings (on out of County provision), the necessity to establish strict admission criteria and the requirement to establish a minimum of five additional facilities (on-site units) at secondary schools 'to act as a buffer'.

Finally, the point is made that there is always a small number of pupils who are likely to need placement out of County. This discussion paper forms the basis for the subsequent establishment of NAESS.

The Working Party minute in respect of the NAESS related section of the paper states, 'A further paper to be presented setting out the proposal to establish a centre in the Northern Area. This should ideally be on the campus of a secondary school'. The paper begins by discussing and dismissing two of the three options proposed. Firstly, whilst indicating that, 'It is arguable that in educational terms pupils placed out of County received the best possible treatment' this must be set against the need to allow children to remain at home. A concern is expressed about the lea's ability to monitor the quality of provision at out of County schools.

Secondly, the possibility of establishing more 'on-site' (of ordinary schools) or, indeed 'off-site' units is dismissed. The 'attitude of the staff of ordinary schools' and the consequent need for training and other support is cited. On a more pragmatic note it had proved impossible to locate potential host schools.

Thus a third option was proposed. That of 'a separate support centre/service'. This would involve the provision of day placements for up to fifty full-time pupils. It was felt such a service 'could meet the needs of pupils placed out of County'. Further, it was thought that 'it would offer great opportunities.....for reintegration into ordinary schools'. Also it would ensure that the provision was 'under the Authority's direct guidance and influence'.

This paper concludes with a discussion of 'the question of suitable accommodation'. Two criteria are set:

- the appropriateness of the accommodation to its projected use.
- the likely welcome afforded by 'host' or neighbourhood schools to the provision.

The original intention to site the service on the site of a mainstream school is rejected as no such accommodation could be located. On the basis of the two criteria described, one of two vacant first school sites was chosen. It is worth mentioning finally that the original intention would appear to have been to establish an all-age service, though when created it was exclusively for secondary age pupils.

By May 1986 the document reproduced here in full was presented.

Support Centre for Children
with Emotional and Behavioural Difficulties

1. Capacity

- a. 50 full-time equivalent places available on part to full time basis.
- b. Possibility also of staff working with teachers and pupils in ordinary schools and with families.
- c. Resource/in service centre.

2. Staffing Establishment

- a. Head of Service plus eight teachers and four helpers in Centre.
- b. Three advisory teachers working in an advisory/outreach basis.
- c. One social worker.

- d. 0.5 educational psychologist.
- e. Input from psychiatrist.
- f. Technician support.
- g. Secretarial support.
- h. Caretaking/cleaning.
- i. Groundsman.

3. Building requirements

- a. Seven classroom spaces including facilities for art and craft and science.
- b. Base for deputy, advisory staff including psychologist and social worker.
- c. Resource/in service area.
- d. Staffroom.
- e. Head's and secretary's room.

- f. Girls' and boys' toilets and washbasins. Changing area. Showers.
- g. Base for caretaker.
- h. Gymnasium.
- i. Dining area.
- j. Kitchen.
- k. Storage.
- l. Access and carpeting.

As well as detailing staff and building requirements the first section on 'Capacity' details significant changes. Firstly, the 50 full-time places becomes '50 full-time equivalent', presumably allowing for the possibility of part-time placements. Secondly, the possibility of centre staff 'working with teachers and pupils in ordinary schools and with families' is mooted. Thirdly, it is hinted that in service training could be provided from the centre and that it could act as a resource base. By the time the document reached the Schools Subcommittee in September 1986 the 'working with teachers and pupils in ordinary schools' had become 'an outreach provision to offer support to individual pupils and staff in ordinary school'. Also, the 'Resources/In service centre' had become 'in service training to help teachers in ordinary schools to develop strategies to meet the needs of these pupils.'

Finally, it was proposed that educational psychologist and social worker time be used 'to facilitate family counselling'.

At this point the first detailed costings were produced. It is not pertinent to go through them in detail, though, their bases will be indicated. Firstly, with respect to staffing the bases there is the original, notional 50 children; the provision of 'support' in mainstream schools; training and resources; and 'family counselling'. Secondly, there is capital expenditure on the building, furniture and large equipment and a minibus. Thirdly, there is programmed expenditure on supplies, transport, utilities and capital financing.

The equation concludes with a notional annual cost of £5,000 per notional, full-time equivalent child. This was set against a notional £12,000 per child at an out of County school.

Later documents relating to NAESS

Prior to the first NAESS staff appointments being made a summary document, following the Education Committee's agreement to establish the service, was produced. This essentially reiterates the proposed range of provision and resources put to the Schools Subcommittee. It further elaborates the proposal under the headings 'Organisation', 'Referral' and 'Service Delivery'. It is assumed that this elaboration was proceeded by discussion with the Area Education Officer and perhaps others.

i. organisation This section begins by observing that there is 'the opportunity to review the totality of provision for children with emotional and behavioural difficulties in the North of the County'. Other than recognising the need for such a review this also implicitly suggests that the service in the North should, or at least may, be different to those in other areas of the County.

The purview of this review is identified as relating, 'in particular', to the 'small facilities' already in existence (and described in 7.2.2). There is a reference to the inadequacy of supervision of their staff.

Then, whilst Appendix 1 of the document identifies that there is to be one deputy headteacher, the proposal is made that two deputy posts be created. One to have various responsibilities within the new service and the other with respect to existing 'small facilities', some of which were excluded from this oversight for unspecified reasons.

ii. referral It is suggested that children referred 'will be in the process of assessment under the 1981 Education Act', but further that referral to the service should be made through the Area Education Officer who would decide on the provision of 'placement or service'. He would be aided in his deliberations by a Panel involving the Head of Service, the Educational Psychologist and the Education Social Worker.

iii. service delivery This refers to budgetary, staffing and policy constraints. It is stated that 'children receiving support will normally remain on the rolls of their ordinary schools even if they are attending

the Centre for a substantial part of their school week. This will form part of the contract under which support will be provided'. The document goes on, 'the Service must be as flexible as possible responding to individual need'. It also proposes the exchange of staff between ordinary schools and the Service. One example given where this would be seen to be appropriate is where a school has a 'particular crisis'.

Preparing for the establishment of NAESS

The final document before the initial staff appointments to NAESS were made concerns a meeting between the (County) Assistant Education Officer (Special Educational Needs), the Assistant Area Education Officer (Special Educational Needs), the Principal Educational Psychologist (PEP) and the County Adviser for Special Educational Needs.

It refers to discussion on:-

i. referral Firstly, the PEP was to draft a referral form which was to include a description of actions already taken in school and a statement about what the school expects the service to do. Secondly, two 'levels of support' are proposed:

'From three advisory teachers on an informal basis but in the case of a particular child via a referral form and with a view to assessment.'

'Any other support only for children subject to an '81 Act assessment'.

ii. linkages with units, etc. This, it was suggested, should be 'formal' ie where there is management responsibility and 'informal' where management is through another establishment.

iii. oversight It was proposed that a 'professional steering group' consisting of the Head teacher, Area Education Officer, County Adviser for Special Educational Needs, Educational Psychologist and Educational Social Worker be set up to 'oversee establishment', until the service became fully staffed.

Subsequently, an Admissions Panel consisting of the same people except the Adviser was to be created, as well as a 'Steering Committee', a kind of governing body.

This same document also set the dates for appointing, initially, the Head of Service, Deputy Head, three Scale 3 teachers and for identifying an Educational Psychologist. All took up post at the start of the Summer Term, 1988, allowing a term for preparation.

The Job Descriptions for each of these posts represents the final analysis by lea staff prior to the appointment of NAESS staff. As such they constitute a summary, albeit from a narrow perspective, of the lea's intentions and hopes for NAESS.

In the context of the current discussion it is possible to extrapolate apparent aims for the service from the Job Descriptions. These define aims in terms of work activities rather than results, and will be expressed here

in a similar way; though, in addition, the activities will be grouped as they relate to the levels of service delivery described by Meyers et al (1979).

Level 1 Direct service to the child

- a. assessment of special educational needs
- b. the provision of Educational Advice on Special Educational Needs as prescribed under the terms of the 1981 Education Act.
- c. the provision, on an individual basis, of curricula and behaviour management techniques for children attending the Centre.

Level ll Indirect service to the child

This would be predominantly through teachers and parents, though liaison with other agencies is also included.

- a. assisting in the development of teaching materials for use in mainstream schools
- b. advising on behaviour management programmes for use in mainstream schools.

Level lll Direct service to the teacher (or other professional)

- a. INSET for mainstream staff, both school based and more generally
- b. modelling of teaching techniques in mainstream classes

- c. consultation with NAESS colleagues on matters of service delivery generally

Level 1V Service to the institution

- a. the identification of appropriate provision for children with emotional and behavioural difficulties
- b. the development of provision to be made by NAESS
- c. evaluation of provision made by NAESS
- d. assisting mainstream schools in the development of policy and approaches to behaviour management generally

- Appendix II
1. Basic assumptions underpinning the work of the service
 2. The broad aims of the service
 3. Behavioural Trait State Analysis (Lane, 1990)

1. Basic assumptions underpinning the work of the service

- a. While not denying statistical abnormality it is accepted that some degree of problem behaviour is a normal condition of all collective life. The eradication of problem behaviour is an impossible goal as a certain level will always exist. This does not of course imply that such behaviour should therefore be condoned.
- b. Children's behaviour does not become problematic by the act itself but rather by the process in which the behaviour becomes labelled as such within specific contexts by those in legitimate positions of authority and power. The process whereby children and/or their behaviour is given a label is a major factor in reducing and producing problems in schools. The effects of children labelling teachers and peers are assumed also to have a significant influence.
- c. Children's behaviour labelled as problematic does not occur in a vacuum and is part of a complex interaction of individual, family, subcultural and school factors. We therefore reject approaches that only consider "within child" pathology as an explanation for such difficulties.
- d. Children's behaviour that has been defined as problematic is part of the same continuum of behaviour common to all children. Problems are by and large excesses and deficits of behaviour and are essentially a learned response.

- e. Interventions are not predetermined in advance of an analysis of the situation. Such analysis will lead to the construction of a formulation which offers a hypothesis as to why the behaviour is occurring. Interventions are based on this formulation.
- f. Whenever possible interventions should take place within the context where the behaviour is occurring.
- g. All interventions should be as equitable as possible in their use of resources using the minimum necessary in order to achieve agreed objectives.
- h. The range of responses should be flexible drawing on a wide range of techniques and allowing movement between varying levels of intensity of intervention as appropriate.

2. The Broad Aims of the Service

- a. Enable children to behave appropriately within mainstream education and gain access to the advantages of such educational provision.
- b. Prevent the undue disruption of other children within mainstream school.
- c. Enable children to overcome difficulties which prevent them functioning effectively within a mainstream setting.
- d. Enable mainstream teachers to manage and develop strategies to prevent inappropriate behaviour occurring.
- e. To reduce levels of stress for teachers, parents and secondary age children.
- f. Enable the reintegration of children when appropriate from segregated Special Education provision into mainstream school and home/community.
- g. Enable children to relate appropriately within a home/family environment.
- h. To provide appropriate training and career development for staff within the NAESS enabling them to facilitate the aims described above.

- i. to evaluate the service provided and to disseminate information of a practical and theoretical nature in this area of Special Educational Need (EBD) to interested parties.
- ii. re-evaluate, rethink and review outcome and ideas.

3. Behavioural Trait State Analysis

1. Obtain initial definition

(a) On the basis of initial information a decision is made as to whether the problem is one that the Service can legitimately deal with.

(b) Obtain statement of the problem from those involved.

(c) Clarification of initial objectives of those involved.

2. Technology chosen to analyse the problems.

3. Obtain observation data.

4. Check adequacy of data obtained.

5. Analyse trait factors (ie predisposing factors increasing the likelihood of the behaviour occurring).

6. Analyse state factors (ie factors in the current situation controlling the behaviour).

7. Formulate an explanation of why the problem occurs. List intervention possibilities which arise out of it.

8. Discuss with participants.
9. State objectives to be achieved and each person's role.
10. Specify the technical procedures to be used.
11. Contract is written covering intervention and is carried out.
12. Outcome achieved evaluated.
13. Optimisation of gains made and new objectives that arise dealt with.
14. Act to ensure maintenance of gains.

Appendix III Material relating to training

- 1. Personal Professional Development
 - a checklist for support teachers
 (after Watts et al, 1988)**
- 2. Information for schools about courses**

PERSONAL PROFESSIONAL DEVELOPMENT

GUIDELINES FOR USE BY INDIVIDUAL STAFF MEMBERS

This checklist has three functions:

1. To provide a description of staff skills.
2. To identify staff training needs.
3. To identify potential trainers amongst staff.

It is designed to be used by all except clerical and technical staff.

Clearly to have extensive knowledge or to be highly skilled in all areas is not possible for any individual. Further, whether any particular item is necessary or simply desirable is to a large extent a matter for judgement. It is hoped that staff will not feel threatened or intimidated by the checklist.

It is completed by indicating your present level of knowledge or skill for each item, and the extent to which you may want to develop it. Four levels of knowledge or skill can be identified:

Awareness level (A)	You know only that this knowledge or skill exists.
Knowledge level (K)	You know about it but can't/don't use it in a practical situation. Or it may be theoretical knowledge.
Skilled level (S)	You can apply the skill in practical situations and in an appropriate manner.
Teaching/Training (T)	You have extensive knowledge/skill in the area, to the extent of being able to train others in it.

These levels cannot be regarded as tight categories. For instance, you may feel skilled in an area, or even able to offer training, yet still want further training yourself. Or you may feel able to offer training to some groups but not others. The levels act as a means of considering the extent of one's professional development and as indicators of this.

Completion of the checklist.

For each item mark your current level of knowledge or skill with a tick. If you are unaware of the meaning of an item or have no knowledge of it leave it blank.

For each item for which you wish to develop your expertise mark the required level with an asterisk.

Inevitably some of the items are vague in the sense that they cover a wide range of skills or knowledge. In any case mark the item as indicated. There will be opportunities to 'unpack' it later.

Finally, mark with a second asterisk the six items to which you would give highest priority. You are then ready to complete Form PD1.

PERSONAL PROFESSIONAL DEVELOPMENT

A checklist for teachers and other staff of the Northern Area Education Support Service.

1. Knowledge base.

K.1 Theoretical bases.

- 1.1 Social Cognitive Theory
- 1.2 Rational Emotive Behavioural Theory
- 1.3 Personal Construct Theory
- 1.4 Psychodynamic Theory
- 1.5 Consultation Theory
- 1.6 Other - please specify

K.2 Relevant legislation and reports.

- 2.1 1993 Education Act
- 2.2 1989 Children Act
- 2.3 1988 Education Act
- 2.4 Elton Report
- 2.5 Warnock Report
- 2.6 DFE regulations and circulars. as appropriate
- 2.7 re Social Services
- 2.8 re Health
- 2.9 Other - please specify

K.3 LEA

- 3.1 Organisation
- 3.2 Policy
- 3.3 Other - please specify

R.4 Child centred areas of difficulty

- 4.1 Moderate learning difficulties
- 4.2 Specific learning difficulties
- 4.3 Emotional and Behavioural difficulties
- 4.4 Visual impairment

A	K	T

- [illegible]

5.1 Racism

5.3 Bilingualism

5.5 Truancy

5.7 Schoolgirl pregnancy

5.9 Parents' rights

5.11 Welfare rights

5.13 Families and child rearing

5.15 Other - please specify

6.1 Curriculum planning, differentiation and modification

6.3 SEN provision

6.5 Classroom organisation and management

6.7 Multi-cultural education

6.8 Other - please specify

K.7 Other

Please specify

A	K	T

[illegible][illegible]

- [illegible]

[illegible]

- [illegible]

[illegible]

- | A | K | S | T |
|---|---|---|---|
| | | | |

3. Expert skills

These will be listed on the basis of their application at levels IV - I as described in Consultation Theory. Where skills are required at more than one level they will not be repeated but assumed to have been addressed at the earlier level.

E IV - Service to the organisation

1. Defining, assessing and developing organisational functioning - general
 - 1.1 Methods for assessing and prioritising development needs
 - 1.2 Methods of identifying staff training needs
 - 1.3 Methods of initiating and supporting organisational development
 - 1.4 Other - please specify
2. Defining, assessing and developing organisational functioning - specific approaches
 - 2.1 Research methodology. eg logical positivist. ethnographic. action research etc - please specify
 - 2.2 Systems analysis
 - 2.3 Role analysis
 - 2.4 Task analysis
 - 2.5 Assessing levels of use
 - 2.6 Assessing sources of concern
 - 2.7 Statistical methods
 - 2.8 Other - please specify
3. Defining, assessing and developing organisational functioning - specific techniques and packages.
 - 3.1 Organisation Development (OD)
 - 3.2 System Supplied Information (SSI)
 - 3.3 Guidelines for Review and Internal Development in Schools (GRIDS)
 - 3.4 Problem solving approaches
 - 3.5 Preventive Approaches to Disruption (PAD)
 - 3.6 BATPAC
 - 3.7 Other - please specify

[illegible]

The Personal Professional Development materials also including planning forms which are not included in the Appendix as they are not pertinent to the thesis.

Course No 1.1

BASIC INTRODUCTION TO BEHAVIOURAL APPROACHES

This course is open to all teachers who wish to develop their knowledge and skills in understanding and resolving behaviour problems.

Those who attend this course have priority in their applications for other courses.

The aim of the course is to enable staff to be introduced to a framework for analysing and planning an intervention for children presenting behavioural difficulties.

As an ongoing part of the course staff are given the opportunity to implement in their own classrooms some of the skills taught.

The course will enable participants to have:

- * an introduction to theoretical perspectives and behavioural approaches used by the N.A.E.S.S
- * an understanding of causes of problem behaviour from a behaviourist perspective
- * an understanding of various ways of collecting and recording data on types and frequency of problems
- * pinpointed priority problems, planned an intervention and examined means of evaluation

The course consists of 4 x 1 1/2 hour sessions.

NB A combination of this course plus Contracting is available as a Training Day Programme.

Course No 1.2

CONTRACTING

This course is open to all teachers who have already attended the Basic Introduction to Behavioural Approaches Course.

The aim of the course is to present a behavioural model of working with individual children presenting serious behaviour problems, where it is considered that general classroom strategies are insufficient.

The course will enable participants to:

- * examine specific age appropriate contracts
- * negotiate appropriate rewards and sanctions
- * understand the importance of links between the school, parents and child

The course comprises 1 x 1.5 hour session.

Alternatively, it can be delivered as part of a Training Day Programme together with the Basic Introduction to Behavioural Approaches course.

Course No 1.3

SCHOOL REFUSAL: A CASE WORK APPROACH

This course is open to senior and other staff who have previously attended the Basic Introduction to Behavioural Approaches Course run by the N.A.E.S.S

The aim of this course is to enable participants to develop a behavioural approach to case work with children identified as poor attenders or non-attenders in school.

The course will enable participants to:-

- * understand the legal background to the problem
- * assess possible causes for persistent and poor non-attendance
- * collect and record information relevant to the problem
- * plan an intervention and evaluate its effectiveness

The course consists of 4 x 1.5 hour sessions.

Course No 1.4

LOOKING AT CHILDREN'S BEHAVIOUR

This course is open to Classroom and Special Education Assistants to provide a basic understanding of problem behaviour.

The course will enable participants to:

- * describe behaviour in precise and observable terms
- * use recording techniques to observe pupils
- * understand and define differences between rewards and punishments
- * specify antecedents and consequences to behaviour

The course consists of 2 x 1.25 hour sessions.

Course No 2.1

BULLYING

This course is open to all teachers with pastoral, special need and form tutor responsibilities in all phases

Increasingly, concern is being expressed about bullying and the sense of powerlessness many feel in dealing appropriately with particular incidents and issues.

Schools and teachers can influence the level of bullying through the development of whole school policies and strategies for use within all aspects of school life.

The course will enable participants to:

- * Increase their effectiveness in dealing with incidents of bullying
- * Assess practical guidelines in dealing with reported incidents of bullying
- * Share concerns and ideas
- * Develop strategies and policies for their own school

The course consists of 4 x 1.5 hour sessions.

Course No 3.1

MANAGING CLASSROOM BEHAVIOUR

This course is open to all teachers who wish to increase their effectiveness in developing a pro-active approach to managing behaviour in the classroom.

The course will enable participants to:

- * examine the links between managing behaviour at whole school, classroom and individual levels
- * examine a model of practical support in positive classroom behaviour management known as Rules, Praise, Ignore, which has identified and organised particular aspects of good practice into a model that can be introduced and managed within classrooms.
- * consider communication techniques and strategies which enable teachers to teach more effectively
- * examine the use of rewards and sanctions in dealing with problem behaviour

This course consists of 4 x 1.5 hour sessions.

The Rules, Praise, Ignore element can be taken on its own as a 2 x 1.5 hour sessions course.

Course No 4.1

MANAGING PLAYGROUND BEHAVIOUR

This course is run for headteachers and senior staff with responsibility for children's behaviour during breaks and lunchtimes.

The aim of the course is to enable applicants to increase the effectiveness of their school in managing children's behaviour in the playground.

The course will enable participants to:

- * consider and discuss issues connected with playground behaviour.
- * examine appropriate methods of data collection.
- * use a problem solving approach to outline appropriate management solutions for their school.
- * assess training needs of the lunchtime supervisors in their school.

Applicants should note we also run a course specifically for lunchtime supervisors and assistants (see specific details on the following page)

Course No 4.2

MANAGING CHILDREN'S BEHAVIOUR AT LUNCHTIME

This course is open to all lunchtime supervisors.

The aim of the course is to enable participants to develop a code of behaviour emphasising positive strategies in the management of children's behaviour at playtimes and lunchtime.

The course will enable participants to:

- prioritise skills required and difficulties encountered in the job
- * develop strategies for encouraging good behaviour
- * develop sanctions for unacceptable behaviour
- * develop personal skills in managing behaviour
- * outline an agreed code of conduct with fellow supervisors

This course is designed to enable each school's supervisors and assistants to meet as a group to develop their own school's discipline plan for use at lunchtime. It is usually arranged for between 10-15 (or more approx) one day each week on the school site for staff convenience, and consists of 4 x 1.5 hour sessions.

Course No 5.1

WORKING WITH PARENTS

This course is open to Senior Pastoral Staff, Heads, Deputies, Co-ordinators and those with responsibilities for liaising with parents.

The aim of the course is to use a balance between direct presentation and group work in developing knowledge and skills in working with parents in the management of their child's problem behaviour.

The course will enable participants to:

- * consider models of working together with parents
- * examine means of effective interviewing and problems of communication
- * examine effective record keeping
- * look at the use of self monitoring in working effectively with parents

The course consists of 4 x 1.5 hour sessions.

Course No 6.1

SOLVENT ABUSE

This course is open to all teachers

The aim of the course is to provide an opportunity for applicants to examine the facts and myths surrounding solvent abuse

The course will enable participants to:

- * examine factual information concerning solvent misuse
- * discuss solvent misuse in the context of drug issues generally
- * discuss management and safety issues in responding to solvent misuse

The course comprises 2 x 1.5 hour sessions.

Course No 7.1

ASSERTIVENESS TRAINING FOR TEACHERS

This course is open to all teachers who would like to explore the use of assertive techniques in their work.

Assertiveness training is about learning to communicate more effectively in an honest direct and open way with other people.

The course is best suited to people who are generally quite confident but wish to develop their skills in handling problematic situations. People who rely on very aggressive or passive methods of obtaining what they want should not attend this course.

The course will enable participants to:

- * understand the difference between Aggressive, Passive and Assertive methods of handling situations
- * extend their range of interpersonal skills in dealing with demands placed upon them
- * practise specific techniques in dealing with hostility or unfair criticism in giving and receiving compliments; being clear on what they want, and saying Yes and No without feeling guilty
- * encourage others to be assertive
- * practise dealing with issues facing them.

The course consists of 4 x 1.5 hour sessions.

Appendix IV Original NAESS referral form

PROBLEM BEHAVIOUR REFERRAL FORM

1. Name of Pupil
(First Name(s)) (Surname)

Date of Birth Year

School Date admitted

Year Head (if applicable)

Form Teacher

Previous schools attended (with dates)

.....

.....

.....

2. FAMILY

Name of parent/guardian
(Please state relationship eg mother and stepfather)

.....
(First name(s)) (Surname) (Relationship)

.....
(First name(s)) (Surname) (Relationship)

Address

.....

Tel No: Home: Work: Name:

Work: Name:

Siblings (State first name, age, tick if attending same school as referred
pupil)

.....

.....

Others living in pupil's home (eg Grandmother)

Please state any family circumstances which you feel may have any bearing
on the difficulties.

.....

.....

Please comment on any family STRENGTHS which could be instrumental in easing some problems (eg co-operative grandparents living nearby in regular contact).

.....
.....

3. ATTENDANCE

Attendance figures for the previous TWO COMPLETE terms
.....

Attendance figures so far THIS term

Comment on any patterns of non-attendance (particular days off, lessons avoided etc)

.....
.....
.....
.....
.....

Comment on reasons for absence and parent/guardian contact concerning absences.

.....
.....
.....
.....
.....

4. OTHER AGENCIES INVOLVED (Please name contact person)

ESW Physiotherapist
Teacher of Hearing impaired Social Worker
Teacher of Visual impaired GP
Reading advisory Teacher Consultant
Clinical Psychologist Other
Speech Therapist Other

Comment on nature of other agency involvement.
(Schools psychological services: See Section 10)

.....
.....
.....
.....
.....

5. MEDICAL INFORMATION. (eg Sensory deficits, medication)

Please include in this section comments on any physical characteristic or mannerism which you feel is significant.

.....
.....
.....
.....
.....

6. PROBLEM BEHAVIOUR

Describe the behaviour causing difficulty. Please be specific avoiding ambiguous labels. (eg "Throws chairs through classroom windows", as opposed to "Is disturbed", "Hyperactive, violent". Please give an indication of how often the behaviour is occurring and where it takes place.

.....
.....
.....
.....
.....
.....

7. DESCRIBE ANY STRENGTHS THE PUPIL MAY HAVE

.....
.....
.....
.....
.....

8. ACTION TAKEN WITHIN SCHOOL

Date and those attending meeting held to discuss problem

.....
.....

Please state action that was decided upon

.....
.....

Describe outcome of this action

.....
.....

.....

Date of initial interview arranged with parents to discuss problems

.....

Attended by:

.....

.....

.....

Please state action agreed with parents

.....

.....

Dates and attendance of review meetings with parents

..... Attended by

.....

..... Attended by

.....

..... Attended by

.....

..... Attended by

.....

Please attach the records of these meetings with the parents as Appendix 1

9. If advice was sought from the schools psychological service please describe advice given and attach records of review meetings as Appendix 2.

.....
.....
.....
.....
.....

10. EDUCATIONAL PSYCHOLOGIST'S COMMENTS

.....
.....
.....
.....

Signed

11. Have the parents/guardians agreed that referral for additional support is appropriate?

.....
.....
.....
.....

12. Any additional comments not included elsewhere

.....
.....
.....
.....

13. Who is the key person at school to contact on this case?

.....
.....

Signed Date
(Headteacher)

Thank you for your co-operation on completion of this form which should be sent to the Northern Area Education Office.

Appendix V A sample individual case file

- i. referral information
- ii. samples of assessment materials
- iii. contracts and programme for
 staged reintegration to a
 new school, following permanent
 exclusion
- iv. samples of materials
- v. summary letters
- vi. case notes

nb not all material on file is
 presented. Omissions include
 particularly administrative
 letters.

NORTHERN AREA EDUCATION SUPPORT SERVICE



REFERRAL INFORMATION

Who is the key person at school to contact on this case?

1. CHILD'S NAME: J DoB:
(First Name(s)) (Surname)

School: THE AVE Current year group: Y1 Date admitted: Sept '88

Previous schools attended (with dates):

..... NURSERY..... SEPT '88 - AUG '88

2. PROBLEM BEHAVIOUR (Please be specific, state your concerns in order of priority, most important first):

- a. BULLYING Aggression to other children, Thumping, kicking, occ. biting.
- b. DISRUPTIVE CLASSROOM BEHAVIOUR
- c. INSOLENCE TO ADULTS
- d. VIOLENT TANTRUMS WHEN THWARTED

3. CHILD'S POSITIVE QUALITIES:

- a. BRIGHT, INTELLIGENT, GOOD WORKER WHEN MOTIVATED
- b. HAS STRONG GROUP OF FRIENDS
- c. ATTRACTIVE
- d. ABLE AT FOOTBALL

4. ATTENDANCE FIGURES (For the previous two complete terms): Actual: 106.5 Possible: 114

Apparent patterns of non-attendance:

5. OTHER AGENCIES PRESENTLY INVOLVED:

<u>Agency</u>	<u>Contact Person</u>	<u>Agency</u>	<u>Contact Person</u>
Reading Advisory Teacher		Educational Psychologist	
Hearing Impaired Teacher		Clinical Psychologist	
Visually Impaired Teacher		Psychiatrist	
Education Social Worker		GP	
Social Worker		Child Development Centre	
Speech Therapist		Other <u>POLICE</u>	

6. RELEVANT MEDICAL INFORMATION (eg, Sensory deficits, medication):
...SLIGHT HEARING LOSS LEFT EAR.....
.....

7. ACTION TAKEN PRIOR TO REFERRAL. ATTACH SPECIAL EDUCATIONAL NEEDS ACTION SHEETS

8. NAME OF PARENT/GUARDIAN:

.....
(First Name) (Surname) (Relationship)

.....
(First Name) (Surname) (Relationship)

Address: Redoubt

Tel No: Home: Work: Name:

Home: Work: Name:

Siblings (State name, age, tick if attending same school as referred child):

..... ADAM 9

..... SAMANTHA 1

Others living in pupil's home (Eg, Grandmother):

Relevant family circumstances: MOTHER STATES 'CHILD IS NOT A
PROBLEM AT HOME' BUT THE POLICE HAVE RECEIVED
COMPLAINTS FROM NEIGHBOURS.....

If child not living with family give carers:

.....
(First Name) (Surname) (Relationship)

.....
(First Name) (Surname) (Relationship)

Address:

Tel No: Home: Work: Name:

Home: Work: Name:

9. HAS REFERRAL TO N.A.E.S.S BEEN DISCUSSED WITH PARENTS / GUARDIANS / CARERS?

..... Yes/No Yes/No Yes/No

Signed: Date: 16.7.91
(Headteacher)

Thank you for your co-operation. This form should be sent to the Northern Area Education Office, Warwick House, Bond Gate, Nuneaton, CV11 4DD

ACTION SHEET

SPECIAL EDUCATIONAL NEEDS - LEVELS 1, 2, 3 - ACTION SHEET

NAME OF CHILD: DoB: 14.1.85.

Sheet No: ..1...

Date of Meeting: ...JAN. 91.....

THOSE INVOLVED:

DESIGNATION:

..... CLASS TEACHER.....
..... SPECIAL NEEDS TEACHER.....
..... HEAD TEACHER.....
..... MOTHER.....

SPECIAL PROBLEM(S) DISCUSSED:

(Please state your concerns in order of priority, most important first)

..VIOLENT TEMPER TANTRUMS.....

OBJECTIVE(S) AGREED:

..GIVE J. STRATEGIES TO COPE WITH HIS.....
..FRUSTRATION WHEN NOT ALLOWED TO DO.....
..AS HE WANTS.....

ACTION(S) AGREED

(Please state who is to carry them out)

..WEEKLY REPORTS TO MOTHER. REWARDS.....
..BOTH IN SCHOOL & AT HOME FOR GOOD BEH.....
..IOUR eg. STICKERS, MONITOR JOBS, CHOOSING TIME /
VIDEOS, EXTRA PLAYING OUT, WEEKLY

REVIEW DATE/NEXT MEETING:

Outcome/Review (If further action(s) are required, please start a new action sheet)

..MOTHER DIDN'T KEEP REGULAR CONTACT BUT J.
VIOLENT TANTRUMS CEASED ..

Signed: Designation: Headteacher

OBSERVATION SHEET - LESSON CHANGE

Class/ Teacher Mrs

Setting/ Subject mixed

Date: 9-3-93

Ref: MP/SG

Sheet No. 4

Time Started 9.05

Time Finished

Time Interval 1 min

Behaviour Codes

✓ = on task

X = off task

SC = Setting on target (all children)

T = Went to toilet

TH = Teacher Help

OOS = Out of seat

SN = Sitting next to teacher (with other children)

TI = Talking to teacher

SC = Setting on target (all children)

T = Went to toilet

TH = Teacher Help

OOS = Out of seat

SN = Sitting next to teacher (with other children)

TI = Talking to teacher

SC = Setting on target (all children)

T = Went to toilet

TH = Teacher Help

OOS = Out of seat

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
SC	SC	SC	SC	SC	✓	✓	✓	T	T	✓	✓	✓	TH	✓
16	17	18	19	20	21	22	23	24	25	26	27	28	29	30
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
SN	SN	SN	SN	SN	SN	SN	SN	SN	SN	SN	SN	SN	SN	SN
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
16	17	18	19	20	21	22	23	24	25	26	27	28	29	30
SN	SN	SN	SN	SN	SN	SN	SN	SN	SN	SN	SN	SN	SN	SN
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Comments: Nature of lesson - Weekend News, calculation work. Words, work, story writing.

HIGH FREQUENCY (Multiple Problem)

School:

Date: 24th September 91.....

Name of Pupil John J. ...

Teacher: Mrs Time: 2:30 Subject: 3:00

A short account of task given for lesson ... discussion / re-telling
..... of Gingerbread man, eating homemade Gingers bread

[illegible]

Please put a / or x in boxes where appropriate

1. Arrived on time ☐ If x minutes late

2. Had following items:

Pen ☐ Pencil ☐ Ruler ☐ Rough book ☐ Folder ☐

Comments

J. pointedly not participating in group task, openly holding own conversation with 2 other children. ridiculing / echoing on-task comments ^{made} by other children. memory shoe, discussing trainers with neighbour. At one point holding genitals pulling faces nudging girl next door to draw her attention to this act.

PRIMARY PUPIL PREFERENCE RECORD

Name: J. Age: 6 ... Date: 4th November ... School: Steven H. Chad

1. I like sweets playing with bikes. Nathan, Jade's brother, Thomas, play out, to arching
2. I don't like sharing people using my toys. them
3. My friends like me because I share with sometimes.
4. My friends don't like me when I fight.
5. My favourite person is haven't got one
6. I feel good when nothing
7. The worst punishment I get is being sent to office playing
8. When I get home from school I like to stay in my
9. My mum likes me to
10. When she is pleased with me she
11. My dad likes me to

12. When he is pleased with me he
13. If I'm in trouble my mum
14. This makes me feel
15. If I'm in trouble my dad
16. This makes me feel
17. I like spending money on
18. The best thing anyone could give me is
19. What I like best about school is
20. What I dislike most about school is
21. Teachers like me to
22. Teachers tell me off for
23. At breaktime I like to
24. My best lesson is
25. Because
26. If my teacher praises me I feel

27. If my teacher tells me off I feel
28. If I could choose a school I would
29. I feel sorry when
30. I get cross with myself when
31. I feel proud when
32. I feel pleased when

CONTRACT FOR JAMIE GILBEY - DoB: 14.1.85

In order for J to reintegrate into First School we all agree to carry out the following:

J

1. I will do my work.
2. I will be polite (by not shouting at people in class or calling names or teasing or swearing).
3. I will sit quietly on the carpet at listening or story times.
4. I will keep my hands and feet to myself.
5. I will be careful with equipment (by not kicking, throwing or breaking things).
6. If I keep to these rules I will earn a sticker every 20 minutes. For every sticker I earn my mum will give me 1p to spend on Saturday. Every day that I earn all my stickers I can play on the Nintendo when I get home.
7. If I forget one of my rules my teacher will remind me about it quietly.
8. If I still break that rule or break another rule I will sit still on a chair at the side of the classroom for five minutes with my feet on the floor without talking. My teacher will time me with the timer. If I have to do this I will not earn my sticker for that 20 minutes.
9. If I fight or refuse to sit quietly on the chair when I am told, I will be taken home. At home I will have to go up to my room for the rest of the time that I should have been at school.
10. If I reach my target each week I will be allowed a treat at the weekend such as being allowed to stay the night at Grandma's or an outing.
11. If I reach my target my time at school will increase.
12. If I do not reach my target my time at school will stay the same and I will not earn my weekend treat.

1. I will take J to school each day at the stated time.
2. I will reward J with 1p for every sticker he earns on Friday evening.
3. If J reaches his target number of stickers each week I will arrange a treat for him such as staying at Grandma's overnight.
4. If does not earn all of his stickers each day I will not allow him to play on the Nintendo that day.
5. If is brought home because he has been fighting I will send him to his room for the rest of the school day.
6. I will meet Mrs Dixon at 2.30 pm on Thursday to discuss J progress.

Mrs Dixon

1. I will record J's behaviour on a progress report each day.
2. I will give J a pass slip to take home indicating how well he has done.
3. If J breaks one of his rules I will give him a quiet verbal warning.
4. If J continues to break rules, he will sit for five minutes with his feet on the floor without speaking.
5. If J refuses to comply with the 'time out' procedure within 15 minutes or it is felt that J's behaviour is of a critical nature, ie there is strong likelihood that he may cause injury to himself or others or there is a strong likelihood that he may damage property of value to others a note should be sent to the headteacher requesting that J be taken home.
6. I will meet Mrs Dixon weekly on Thursdays at 3.00 pm to discuss J's progress and any problems that may have arisen.

Mrs Dixon

1. I will meet weekly with Mrs
2. I will meet weekly with Mrs on Thursday at 3.00 pm.
3. I will provide certificates, progress sheets and pass slips.

Signed:

.....

William Dixon

Mrs Dixon

Date:

REINTEGRATION INTO MAINSTREAM PLAN FOR J

STAGE	AIMS	CRITERIA FOR SUCCESS	FAILURE COSTS	RESOURCE REQUIREMENTS
1	J to attend First School from 9.30 am to 10.30 am each day for 2 consecutive weeks, keeping to his set rules.	<ol style="list-style-type: none"> 1. J to attend for one hour a day for 2 weeks. 2. J to pass at least twelve 20 minutes sessions per week and not be excluded for a Critical Incident. 3. J will earn a sticker for each 20 min he keeps to set rules. 4. J will earn 1p from his Mum for each sticker he receives. 5. If J earns maximum stickers for the day, he will be allowed to play on the Nintendo when he gets home. 6. Success at 2 will earn J a treat at the weekend. 7. Success at 2 will give J access to Stage 2. 	<ol style="list-style-type: none"> 1. Lose rewards. 2. Repeat stage. 3. If J fails the Stage at the second attempt, the case will be reviewed. 	<ol style="list-style-type: none"> 1. A member of staff from the N.A.E.S.S to escort J into home after each day's session. 2. A member of staff from the N.A.E.S.S to monitor/observe J in lessons. 3. A member of staff from the N.A.E.S.S to effect 'Time Out' procedure and exclusion if appropriate. 4. Mrs Dixon to meet weekly with 5. Mrs Dixon to provide report sheets etc.

J - Reintegration into First School

Stage 2

Aims

J to attend First School from:

- 9.30-10.35 am - Monday
- 9.30-10.35 am - Tuesday
- 9.05-10.35 am - Wednesday
- 9.05-10.35 am - Thursday
- 9.35-10.35 am - Friday

Criteria for Success

1. J to attend for stated number of sessions for 1 week.
2. J to pass at least 15 twenty minute sessions and not be excluded for a critical incident.
3. J will earn a sticker for each 20 minute session that he keeps to his set rules.
4. J will earn 1p from his Mum for each sticker he receives.
5. If J earns maximum stickers for the day he will be allowed to play on the Nintendo when he gets home.
6. Success at 2 will earn J a treat at the weekend.
7. Success at 2 will give J access to Stage 3.

Failure Costs

1. Lose rewards.
2. Repeat Stage.
3. If J fails the stage at the second attempt the case will be reviewed.

Resource Requirements

1. A member of staff from the NAESS to escort J home after each day's session.
2. A member of staff from the NAESS to monitor/observe J in lessons.
3. A member of staff from the NAESS to effect 'Time Out' procedure and exclusion if appropriate.
4. Mrs Dixon to meet weekly with Mrs
5. Mrs Dixon to provide pass slips etc.

J - Reintegration into

Stage 3

Aims

J to attend First School from:

- 9.30-10.35 am - Monday
- 9.05-10.35 am - Tuesday
- 9.05-10.35 am - Wednesday
- 9.05-10.35 am - Thursday
- 9.35-10.35 am - Friday

Criteria for Success

1. J to attend for stated number of sessions for 1 week.
2. J to pass at least 15 twenty minute sessions and not be excluded for a critical incident.
3. J will earn a sticker for each 20 minute session that he keeps to his set rules.
4. J will earn 1p from his Mum for each sticker he receives.
5. If J earns maximum stickers for the day he will be allowed to play on the Nintendo when he gets home.
6. Success at 2 will earn J a treat at the weekend.
7. Success at 2 will give J access to Stage 3.

Failure Costs

1. Lose rewards.
2. Repeat Stage.
3. If J fails the stage at the second attempt the case will be reviewed.

Resource Requirements

1. A member of staff from the NAESS to escort J home after each day's session.
2. A member of staff from the NAESS to monitor/observe J in lessons.
3. A member of staff from the NAESS to effect 'Time Out' procedure and exclusion if appropriate.
4. Mrs Dixon to meet weekly with
5. Mrs Dixon to provide pass slips etc

J - - Reintegration into All Saints First School

Stage 4

Aims

J to attend s First School from:

1. ~~1.05~~ - 10.35 am - Monday
7.05 - 10.35 am - Tuesday
9.05 - 10.35 am - Wednesday
7.05 - 10.35 am - Thursday
9.05 - 10.35 am - Friday

Criteria for Success

1. J to attend for stated number of sessions for 1 week.
2. J to pass at least 16 twenty minute sessions and not be excluded for a critical incident.
3. J will earn a sticker for each 20 minute session that he keeps to his set rules.
4. J will earn 1p from his Mum for each sticker he receives.
5. If J earns maximum stickers for the day he will be allowed to play on the Nintendo when he gets home.
6. Success at 2 will earn J a treat at the weekend.
7. Success at 2 will give J access to Stage 3.

Failure Costs

1. Lose rewards.
2. Repeat Stage.
3. If J fails the stage at the second attempt the case will be reviewed.

Resource Requirements

1. A member of staff from the NAESS to escort J home after each day's session.
2. A member of staff from the NAESS to monitor/observe J in lessons.
3. A member of staff from the NAESS to effect 'Time Out' procedure and exclusion if appropriate.
4. Mrs Dixon to meet weekly with Mrs
5. Mrs Dixon to provide pass slips etc.

J. _____ : _____ Reintegration into _____ First School
Stage 5

Aims

J _____ to attend _____ : First School from:

1.05-10.35 am - Monday
4.05-10.35 am - Tuesday
9.05-10.35 am - Wednesday
9.05-10.35 am - Thursday
9.05-10.35 am - Friday

Criteria for Success

1. J _____ to attend _____ for stated number of sessions for 1 week.
2. J _____ to pass at least **17** twenty minute sessions and not be excluded for a critical incident.
3. J _____ will earn a sticker for each 20 minute session that he keeps to his set rules.
4. J _____ will earn 1p from his Mum for each sticker he receives.
5. If J _____ earns maximum stickers for the day he will be allowed to play on the Nintendo when he gets home.
6. Success at 2 will earn J _____ a treat at the weekend.
7. Success at 2 will give J _____ access to Stage 3.

Failure Costs

1. Lose rewards.
2. Repeat Stage.
3. If J _____ fails the stage at the second attempt the case will be reviewed.

Resource Requirements

1. A member of staff from the NAESS to escort J _____ home after each day's session.
2. A member of staff from the NAESS to monitor/observe J _____ in lessons.
3. A member of staff from the NAESS to effect 'Time Out' procedure and exclusion if appropriate.
4. Mrs Dixon to meet weekly with Mrs _____.
5. Mrs Dixon to provide pass slips etc.

_____ - DoB: _____ - Reintegration into _____ : First School:
Stage

Aims

J to attend All Saints First School from:

9.05 -- 10.35 am - Monday
9.05 -- 10.35 am - Tuesday
1.05 -- 12 am - Wednesday
1.05 -- 10.35 am - Thursday
9.05 -- 10.35 am - Friday

Criteria for Success

1. J to attend _____ for stated number of sessions for 1 week.
2. J to pass at least 21 twenty minute sessions and not be excluded for a critical incident.
3. J will earn a sticker for each 20 minute session that he keeps to his set rules.
4. J will earn 1p from his Mum for each sticker he receives.
5. If J earns maximum stickers for the day he will be allowed to play on the Nintendo when he gets home.
6. Success at 2 will earn J _____, a treat at the weekend.
7. Success at 2 will give J _____ access to Stage 3.

Failure Costs

1. Lose rewards.
2. Repeat Stage.
3. If J fails the stage at the second attempt the case will be reviewed.

Resource Requirements

1. A member of staff from the NAESS to escort J home after each day's session.
2. A member of staff from the NAESS to monitor/observe J in lessons.
3. A member of staff from the NAESS to effect 'Time Out' procedure and exclusion if appropriate.
4. Mrs Dixon to meet weekly with Mrs _____
5. Mrs Dixon to provide pass slips etc.

May 5th - 5th

J. ... - 008: ... - Reintegration into ... First School

Stage 7

Aims

J. to attend All Saints First School from:

~~9.05-10.35~~ ^{9.05-10.35} ~~am~~ ^{am} - Monday
9-12 am - Tuesday
9-12 am - Wednesday
9-12 am - Thursday
9.05-10.35 am - Friday

Criteria for Success

1. J. to attend All Saints for stated number of sessions for 1 week. (26x20mins)
2. J. to pass at least 24 twenty minute sessions and not be excluded for a critical incident.
3. J. will earn a sticker for each 20 minute session that he keeps to his set rules.
4. J. will earn 1p from his Mum for each sticker he receives.
5. If J. earns maximum stickers for the day he will be allowed to play on the Nintendo when he gets home.
6. Success at 2 will earn J. a treat at the weekend.
7. Success at 2 will give J. access to Stage 3.

Failure Costs

1. Lose rewards.
2. Repeat Stage.
3. If J. fails the stage at the second attempt the case will be reviewed.

Resource Requirements

1. A member of staff from the NAECS to escort J. home after each day's session.
2. A member of staff from the NAECS to monitor/observe J. in lessons.
3. A member of staff from the NAECS to effect 'Time Out' procedure and exclusion if appropriate.
4. Mrs Dixon to meet weekly with Mrs
5. Mrs Dixon to provide pass slips etc.

J _____ DoB: _____ Reintegration into _____ First School
Stage 8

Aims

J _____ to attend _____ First School from:

9-10:35 am - Monday
9-12 am - Tuesday
9-12 am - Wednesday
9-12 am - Thursday
9-10:35 am - Friday

Criteria for Success

1. J _____ to attend _____ for stated number of sessions for 1 week.
2. J _____ to pass at least 22 thirty minute sessions and not be excluded for a critical incident.
3. J _____ will earn a sticker for each 20 minute session that he keeps to his set rules.
4. J _____ will earn 1p from his Mum for each sticker he receives.
5. If J _____ earns maximum stickers for the day he will be allowed to play on the Nintendo when he gets home.
6. Success at 2 will earn J _____ a treat at the weekend.
7. Success at 2 will give J _____ access to Stage 9.

Failure Costs

1. Lose rewards.
2. Repeat Stage.
3. If J _____ fails the stage at the second attempt the case will be reviewed.

Resource Requirements

1. A member of staff from the NAESS to escort J _____ home after each day's session.
2. A member of staff from the NAESS to monitor/observe J _____ in lessons.
3. A member of staff from the NAESS to effect 'Time Out' procedure and exclusion if appropriate.
4. Mrs Dixon to meet weekly with Mrs _____.
5. Mrs Dixon to provide pass slips etc.

J. 008: 14.1.95 - Reintegration into . . . First School

Stage

Aims

J. . . to attend . . . First School from:

9-12 am - Monday
9-12 am - Tuesday
9-12 am - Wednesday
9-12 am - Thursday
9-12 am - Friday

Criteria for Success

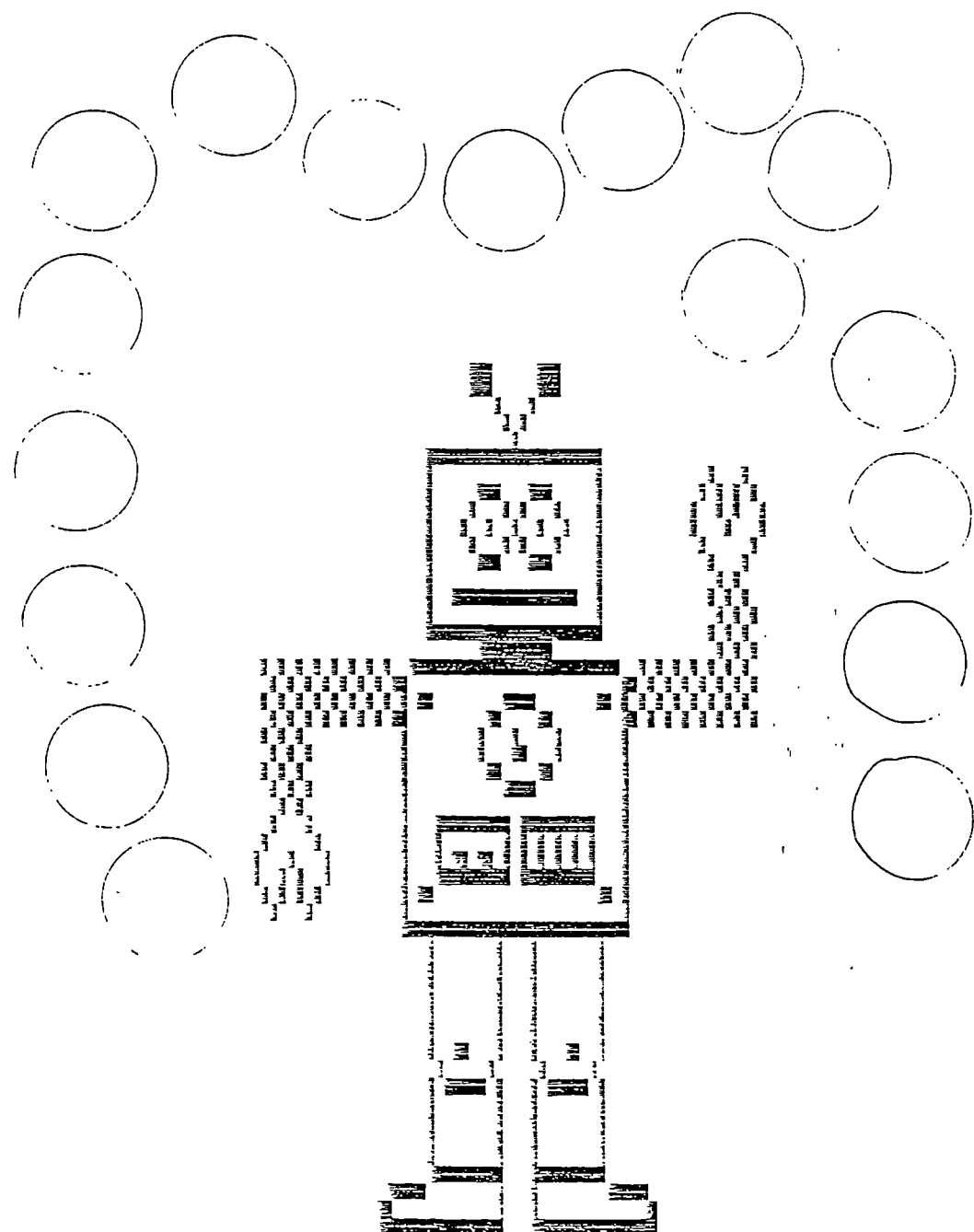
1. J. . . to attend . . . for stated number of sessions for 1 week.
2. J. . . to pass at least 28 thirty minute sessions and not be excluded for a critical incident.
3. J. . . will earn a sticker for each 30 minute session that he keeps to his set rules.
4. J. . . will earn 1p from his Mum for each sticker he receives.
5. If J. . . earns maximum stickers for the day he will be allowed to play on the Nintendo when he gets home.
6. Success at 2 will earn J. . . a treat at the weekend.
7. Success at 2 will give J. . . access to Stage

Failure Costs

1. Lose rewards.
2. Repeat Stage.
3. If J. . . fails the stage at the second attempt the case will be reviewed.

Resource Requirements

1. A member of staff from the NAESS to escort J. . . home after each day's session.
2. A member of staff from the NAESS to monitor/observe J. . . in lessons.
3. A member of staff from the NAESS to effect 'Time Out' procedure and exclusion if appropriate.
4. Mrs Dixon to meet weekly with Mrs .
5. Mrs Dixon to provide pass slips etc.



J

March 16th-20th

J has

1. Completed his work.
2. Been polite to people.
3. Sat on the mat without disturbing other people.
4. Kept his hands and feet to himself.
5. Treated equipment properly.

J has

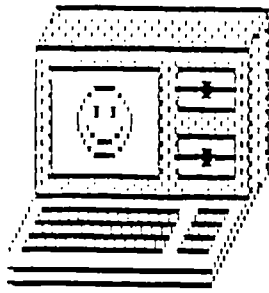
1. Completed his work.
2. Been polite to people.
3. Sat on the mat without disturbing other people.
4. Kept his hands and feet to himself.
5. Treated equipment properly.

J has

1. Completed his work.
2. Been polite to people.
3. Sat on the mat without disturbing other people.
4. Kept his hands and feet to himself.
5. Treated equipment properly.

J has

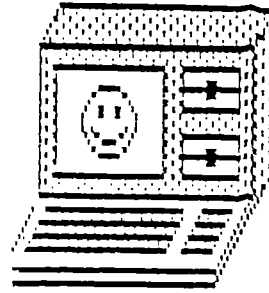
1. Completed his work.
2. Been polite to people.
3. Sat on the mat without disturbing other people.
4. Kept his hands and feet to himself.
5. Treated equipment properly.



J

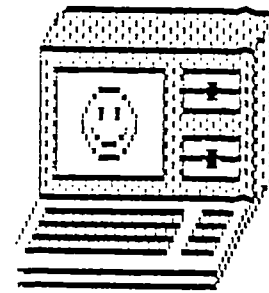
Target =

Week beginning
passes

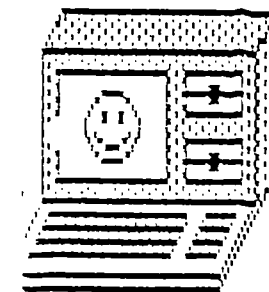


Monday

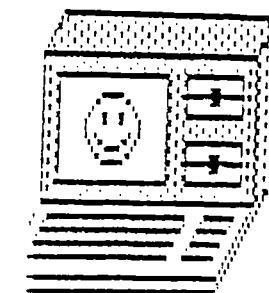
out
of



Tuesday



Wednesday



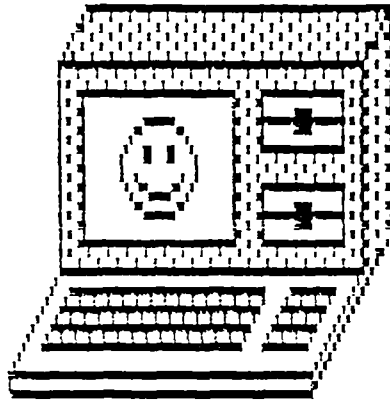
Thursday

Friday

Total

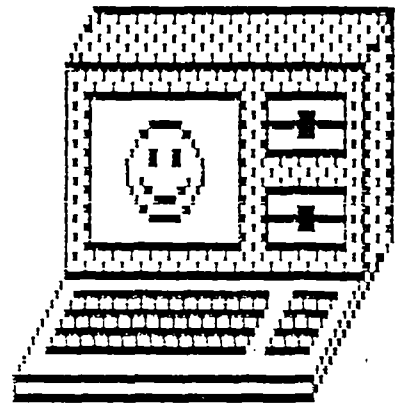
This week J has
earned signed _____

Pass slip



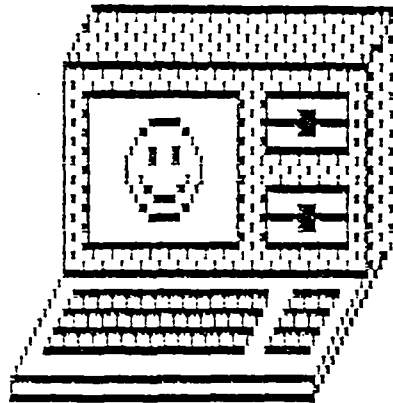
J has earned
 stickers today

Pass slip



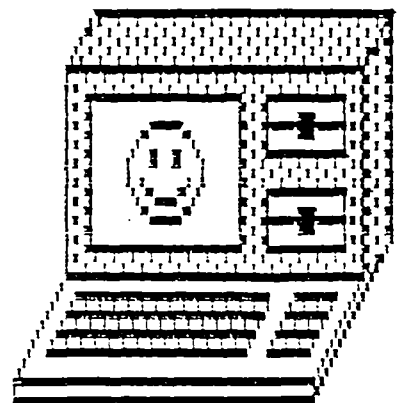
J has earned
 stickers today.

Pass slip



J has earned
 stickers today

Pass slip



J has earned
 stickers today.

1. J. earns 1p for every sticker
2. If J. earns all possible stickers for a day he can play on the Nintendo at home.
3. If J. earns or more stickers he earns a weekend treat



NORTHERN AREA
EDUCATION SUPPORT SERVICE

Keresley Centre

Tel: Coventry (0203) 338583
Head Teacher: James Noakes

Grove Lane, off Bennetts Road North,
Keresley End, Coventry, CV7 8JZ

9 June 1992

For the attention of Mrs
Headteacher
First School
Road
BEDWORTH
CV12

Dear Mrs

Re: J DoB:

I am writing to summarize the current situation regarding the above child.

1. The reintegration programme since 2.3.92

- 1.1 J has been following a staged reintegration programme.
- 1.2 J must keep to five rules whilst in school.
- 1.3 J earns a sticker in his sticker book for each period that he keeps to his rules.
- 1.4 At the end of each school session Mrs gives J a pass slip indicating how many stickers he has earnt.
- 1.5 Mrs gives J 1p pocket money for every sticker earnt.
- 1.6 Mrs Rose Williams, N.A.E.S.S Special Educational Needs Assistant, is monitoring J's behaviour and providing some transport between home and school.

2. Review of Period 23.3.92 to 3.6.92

- 2.1 J is currently on stage 9 of the reintegration programme, attending from 9.00 am to 12.00 noon each day.
- 2.2 There have been no critical incidents to date.
- 2.3 J has passed all his sessions without breaking any rules and has earnt all possible rewards.
- 2.4 Mrs reports that J enjoys his new school and is looking forward to staying all day.
- 2.5 Mrs feels that J has settled in well.

Re: _____ - DoB: _____

- 2.6 Mrs _____ Headteacher, and Mrs _____, Class teacher, do not consider that J. _____ has presented any significant behavioural problems. The strategies normally used by the school, including praise, encouragement and recognition of achievements are proving effective with J. _____.

3. Revised Priorities

J. _____ to be reintegrated into afternoon sessions and lunchtimes at _____ so that he is settled in by the end of term.

4. Future Case Management

4.1 Present arrangements and strategies to continue.

4.2 J. _____ will start stage 10 of the programme on 8 June 1992. He will be attending at these times:

Monday 9.00 am-12.00 noon 1.00-3.00 pm

Tuesday 9.00 am-12.00 noon

Wednesday 9.00 am-12.00 noon 1.00-3.00 pm

Thursday 9.00 am-12.00 noon 1.00-3.00 pm

Friday 9.00 am-12.00 noon

Thank you for your support and efforts in this case.

Yours sincerely



GILLIAN DIXON
SUPPORT TEACHER
N.A.E.S.S

cc Mr R Crombie, Educational Psychologist
Mrs _____, Class Teacher, _____ School
_____ of Governors, _____ First School
Ms A Watkins, Deputy Area Manager, Northern Area Education Office

Tel: Coventry (0203) 338583
Head Teacher: James Noakes

Grove Lane, off Bennetts Road North,
Keresley End, Coventry, CV7 8JZ

2 April 1992

For the attention of Ms
Acting Headteacher
First School

BEDWORTH
CV12

Dear Ms

Re: J - DoB:

I am writing to summarize the current situation regarding the above child.

1. Summary of the situation before 2 March 1992.

- 1.1. J was permanently excluded from First School on 21 November 1991.
- 1.2. J received 5 hours home tuition per week until 28 February 1992.
- 1.3. Mrs inquired about a place for J at several local schools. First school had no places available. First school refused to accept Jamie as a pupil. Mrs, Headteacher of First school offered J a place.
- 1.4. At a meeting between Mrs and Mrs G Dixon, N.A.E.S.S. Support Teacher. on 27 January 1992 and on 12 February 1992 between Mrs y. Classteacher. Mrs Acting Headteacher and Mrs Dixon it was agreed to begin a staged reintegration into from home.

2. Review of Period 2.3.92 to 20.3.92

- 2.1. J was set the following rules:
 - a. To complete his work.
 - b. To be polite.
 - c. To sit on the carpet (at story/listening times) without disturbing other children.
 - d. To keep his hands and feet to himself.
 - e. To treat equipment properly.

Re: _____ - DoB: _____

- 2.2. A programme was set up whereby J earns a sticker for every 20 minute period he keeps to his set rules. Every sticker earns J 1p pocket money from his mother.

The number of stickers earned is recorded by Mrs _____ on a pass slip.

J takes the pass slip home each day. If J earns all possible stickers each week Mr _____ offered to give him a £1.00 bonus.

If J reaches his target number of stickers each week his time at school is increased and he has an outing at the weekend.

- 2.3. J has earned all his stickers each week.

- 2.4. There have been no critical incidents.

- 2.5. Mrs Rose Williams, Special Educational Needs Assistant, is observing J at school and monitoring his behaviour daily. A very high incidence of on task behaviour has been recorded.

- 2.6. J is being taken to school by his mother and escorted home by Mrs Williams.

- 2.7. Mr and Mrs _____ are providing rewards as agreed.

- 2.8. Mrs _____ is reinforcing Jamie's appropriate behaviour with praise.

- 2.9. J says he likes his new school. Mrs Williams reports that he seems reluctant to leave at the end of the session.

- 2.10. Mrs _____ and J are meeting Mrs Dixon at home on Thursdays at 2.30 pm each week.

- 2.11. Mrs Dixon, Mr _____ and Mrs _____ are meeting weekly on Thursdays at 3.00 pm.

- 2.12. Mrs Dixon and Mrs Williams are meeting weekly on Fridays at 11.45 am.

3. Revised Priorities.

Mrs _____ Mrs _____ and Mrs Dixon will discuss strategies for managing Jamie's behaviour in the playground. As far as possible these strategies will be part of the school's system of playground management.

4. Future Case Management.

- 4.1. Present strategies to continue.

- 4.2. J will start stage 3 of the reintegration on 23 March 1992. He will be attending school at these times:

9.35 - 10.35 Monday

9.05 - 10.35 Tuesday

9.05 - 10.35 Wednesday

9.05 - 10.35 Thursday

9.35 - 10.35 Friday

Re: J. _____ - DoB: _____

- 4.3. Mrs _____ to write down _____ School's playground management policy after consultation with staff.

I would like to thank Mrs _____, Mrs _____ and yourself for all your efforts on J. _____'s behalf, and for giving him a "fresh start" in spite of the fact that you were aware that he had been excluded from his previous school. J. _____ is responding well to the caring positive approach, and considerate treatment he is receiving from the staff at _____ First school. Thank you.

Yours sincerely

R. S. Wainwright

GILLIAN DIXON
SUPPORT TEACHER
N.A.E.S.S

cc Mr D Craddick, Area Manager, Northern Area Education Office
Mr R Crombie, Educational Psychologist
Mrs _____, Headteacher, _____ First School
Mrs _____, Teacher, _____ First School

Tel: Coventry (0203) 338583
Head Teacher: James Noakes
12 November 1991

Grove Lane, off Bennetts Road North,
Keresley End, Coventry, CV7 8JZ

For the attention of Mrs .
Headteacher
C E First School
Bedworth
NUNEATON
CV12

Dear Mrs

Re: J - DoB:

Following meetings with yourself and Mrs , Class Teacher. at school on 5 November 1991, I am writing to confirm the following:

1. Summary of Problems at Referral:

- 1.1. Calling out, talking out of turn during story or discussion times;
- 1.2. "Echoing", mimicking, ridiculing or 'putting down' children who make 'on task' comments in class discussions.
- 1.3. Not listening.
- 1.4. Engaging other children in conversation or games when they should be listening.
- 1.5. Hitting and kicking other children in the playground, or on the field.
- 1.6. Inciting other children to kick or hit.
- 1.7. Breaking/spoiling other pupils models or pieces of work.
- 1.8. Non compliance with teachers' instructions/defiance.

2. Review of period 29.10.91 to 4.11.91:

- 2.1. A class challenge has been started with J 's class. The first class target is "Good listening".
- 2.2. On Friday, 1 November an incident occurred in which J pulled a classmate's hair and then refused to move and sit by his teacher as she requested. When his teacher moved J he responded by hitting, shouting, kicking and attempting to bite her. He was subsequently removed to the headteacher's office.

Re: J - DoB:

- 2.3. J was observed by Mrs Dixon whilst engaged on a Maths task from 9.55 to 10.25 am on 5 November 1991. J was on task or doing work related activities throughout this session.

J smiled/spoke to another person eight times. He did not leave his seat. On two occasions (when his neighbour spat bits of broken pencil across the table and threw a counter past J) J ignored him. On three occasions when the same child attempted to snatch equipment away J said "Give me my dice", "Oi!" and "Shut up".

- 2.4. Mrs confirmed that when engaged on a task he enjoyed J could behave appropriately. Problems arose during to-and-fro movement, unstructured activities (choosing) and discussion times.

- 2.5. In discussion with Mrs Dixon on 4 November 1991 J identified the following behaviours as being those he should avoid during playtime:

- i. pushing;
- ii. fighting;
- iii. kicking;
- iv. hitting or punching;
- v. pinching.

- 2.6. In discussion with Mrs , the following strategies were identified as appropriate:

- a. Rewards:
for compliance with teachers' instructions, meeting targets.
- b. Praise:
for appropriate behaviour, finishing a piece of work ignoring provocation, listening, sitting quietly etc.
- c. Ignore/Praise other children who are behaving appropriately:
for not paying attention, sprawling rather than sitting, off-task chatting, not putting up hand before answering.
- d. Correction/Reminder:
for reported incidents, unseen by teacher. disputed incidents. arguments with several children involved.
- e. Sanction:
for a critical incident involving damage to property or injury to other people. Open defiance/saying "No". (details in section 4)

3. Revised Priorities

- 3.1. To build and increase J's repertoire of acceptable behaviours.
- 3.2. To provide a framework of strategies within which critical incidents occurring in the classroom can be managed, and which also reinforces positive behaviour.
- 3.3. To decrease the number of critical incidents on the playground.

Re: J . . . - DoB: . . .

4. Intervention Plan

- 4.1. Mrs Dixon will meet J . . . at 10.25 am (playtimes) on Mondays to discuss appropriate behaviour with him. It will be explained to J . . . that as he demonstrates he can control his behaviour (by not kicking, fighting or hitting) he will need fewer meetings at playtime.
- 4.2. When incidents needing correction occur which in the judgement of his teacher may lead to open defiance or a confrontation useful strategies might be:
 - a. keep calm;
 - b. tell J . . . to do what he is likely to do anyway or already doing; for example:
"Stay there" rather than "Come over here";
 - c. give the other children a task which removes them from J . . . 's vicinity and praise them for complying.
- 4.3. In the case of a critical incident Mrs . . . will send an amber (orange) card to Mrs . . .
- 4.4. When Mrs . . . receives the card she will come to the class room and ask J . . . to accompany her out.
- 4.5. If J . . . walks calmly to Mrs . . . 's office Mrs . . . will say:
"J . . . you have walked here very sensibly, well done".
- 4.6. J . . . will sit on the carpet facing the heater in silence, for a timed one minute (small sand timer). Mrs . . . will tell J . . . when his time is up and escort him back to his class.
- 4.7. If J . . . makes a fuss (kicks, shouts, hits out or tries to bite or run off) when asked to walk to the office he will be told that he will not be timed until he is calm. He will sit facing the heater for the time the sand runs through (longer egg timer). When J . . . is calm and has sat quietly for the time stated Mrs . . . will escort him back to his class.
- 4.8. Rewards: When J . . . has met his targets for a whole session, he will be allowed to spend 10 minutes in Mrs . . . 's office playing with constructional toys at 11.50 - 12.00 pm and 2.50 pm.

5. Next Review:

Mrs Dixon and Mrs . . . will meet on Fridays at 10.25 am.

Yours sincerely

Gillian P Dixon

GILLIAN DIXON
SUPPORT TEACHER
N.A.E.S.S

cc Mrs . . . Class Teacher
Mr R Crombie. Educational Psychologist
Mr D Craddick. Area Manager. N.A.E.O



Warwickshire
County Council

NORTHERN AREA
EDUCATION SUPPORT SERVICE

Keresley Centre

Tel: Coventry (0203) 338583
Head Teacher: James Noakes

Grove Lane, off Bennetts Road North,
Keresley End, Coventry, CV7 8JZ

1 November 1991

For the Attention of Mrs
Classteacher
First School

BEDWORTH

Dear Mrs

Re: J - DoB: -

Following our meeting at First School on Monday, 14 October 1991, I am writing to confirm the following:

1. Summary of Problems at Referral

- 1.1 'Calling out', talking out of turn during story or discussion times.
- 1.2 'Echoing', mimicking, ridiculing or 'putting down' children who make 'on task' comments in class discussions.
- 1.3 Not listening.
- 1.4 Engaging other children in conversation or games when they should be listening.
- 1.5 Hitting and kicking other children in the playground or on the field.
- 1.6 Inciting other children to kick or hit.
- 1.7 Breaking/spoiling other pupils' models or pieces of work.
- 1.8 Non-compliance with teacher's instructions/defiance.

2. Review of the Period 13 September to 14 October 1991

- 2.1 J was excluded from school for two days on 16 and 17 September after an incident in which he broke another child's model twice and then ran out of the room when his teacher spoke to him about it.
- 2.2 Mrs Dixon observed J in class on 23 and 24 September. During a half hour storytime J initiated an off-task conversation 9 times, called out 5 times, nudged other children twice, ridiculed other children 4 times and pulled faces at other children 6 times.

Re: J _____ - DoB: _____

2.3 Mrs Dixon observed J for 15 minutes on the field at playtime. During this observation period J was involved in two separate incidents. On each occasion J and three other boys pulled over another smaller child, punched and kicked him.

2.4 J was one of a group of 10 children who attended five sessions of social skills at the N.A.E.S.S Keresley. Topics covered included:

- a. Listening
- b. Getting on with other children
- c. Being a good friend
- d. Solving conflict peacefully
- e. Rules

During the sessions, J was keen to sample each activity but sometimes attempted to sabotage other children's turns by snatching, calling out, ridiculing, giving 'wrong' answers or doing the opposite to what was required. J was sought as a partner by more forceful children but avoided by quieter children.

3. Priorities (Short term targets)

- 3.1 To increase J repertoire of acceptable behaviours.
- 3.2 To encourage J's classmates to reject J's aggressive and challenging behaviour and accept his positive social interaction.

4. Action: Class Challenge

- 4.1 Mrs Dixon will provide a 'class challenge' chart and sticky dots.
- 4.2 Mrs will explain the class challenge to the children and remind them of what they need to do to meet the challenge. For example:

Good Listener Challenge:

A child can show he or she is being a good listener by:

looking at a speaker;
by not talking when someone else is;
by raising their hand; or
waiting their turn to speak.

- 4.3 Mrs : will put a sticky dot by each child's name on the chart when he/she has been a good listener after each story/discussion period or when appropriate.
- 4.4 When a child has got 5 dots (or a multiple of 5) he may visit Mrs , headteacher, who will praise him or her and reward him with a sweet or sticker.
- 4.5 When a child has achieved 20 sticky dots he will receive a certificate from Mrs to take home.

Re: J _____ - DoB: _____

- 4.6 When some children appear to be progressing slowly on the challenge the rest of the class will be asked to suggest ways of helping those individuals and will be challenged to help them towards the target; for example by not engaging them in conversations during story time).
- 4.7 The class challenge will be changed at fortnightly intervals to incorporate the areas covered by the N.A.E.S.S Social Skills Course.
- 4.8 Mrs Dixon and Mrs _____ will meet at 9.15 am each Monday to review progress and if necessary amend the challenge.

Yours sincerely



G DIXON
SUPPORT TEACHER
N.A.E.S.S

cc Mrs _____, Headteacher,
Mr R Crombie, EP

First School

. - DoB:

10.7.92

Ebone visit. Informed Mrs of next weeks plans. Emphasized need to back up school in September.

13.7.92

Meeting with Ms

14/9/92.

Meeting arranged for 24/9/92 at 3pm.

24/9/92 Meeting at
H/S Mrs

First between GD

J is no longer a problem. He can misbehave but Mrs feels this is "normal" naughtiness and is encouraged by the fact that he likes to be good and is very upset if told off (he cries) - Her only concern is that other naughty children in class may set him off.

Case closed.

J - DoB:

10.4.92

No problems at all. J's next stage:

Monday, Tuesday 9.00-10.35

Wednesday 9.00-12.00

Thursday, Friday 9.00-10.35

Target 18 out of 21.

GD.

11.5.92

Stage 8 begins target 22 out of 24 30 minute sessions.

Monday 9.00-10.35

Tuesday, Wednesday, Thursday 9.00-12.00

Friday 9.00-10.35

Mrs Williams on holiday. Team assistants to cover.

GD.

15.5.92

Phone call to Mrs ./. No problems at all - target met. Next week and week after half term J 9.00-12.00 all the time.

GD.

21.5.92

Meeting with Mrs , and Mrs - no problems.

M, W, Th afternoons - 2 weeks

All afternoons - 2 weeks

1 lunch extra - 1 week

2 " 1 week

5 " 1 week

GD.

5.6.92

No problems.

GD.

12.6.92

Stage 11 - 9.00-12.00 Mon - Fri all day Wed (including lunch)

1.00-3.00 Mon and Thurs

Timetables enclosed.

GD.

25.6.92

School visit. J lost 2 stickers this week. All children are more difficult at the moment (building works going on - some classrooms closed, extra noise etc end of term, very hot weather given as reasons).

GD.

30.6.92

Home visit. Mrs kept J in all evening when he lost 2 stickers.

GD.

2.7.92

2 incidents this week. J to repeat stage.

GD.

9.7.92

No incidents. Next stage all day Monday - Thursday Friday am. Next meeting to discuss Autumn term. 12.15 Monday.

J - DoB:

5.3.92 cont'd

Mrs does not want time increased to cover social unstructured or less structured time without the same helper available on a regular basis because she feels a consistent planned approach needed, based on knowledge of J
GD.

12.3.92

Phone call to Mrs Rose Williams, re helper time. Mrs Williams has police clearance (because of being a registered childminder). GD to discuss times for next week with school. Mrs Williams to start Tuesday? Mtg between Mrs Williams and to be arranged.
GD

12.3.92

Mtg at school with Mrs (Acting Head) and Mrs , Class Teacher. no incidents except for Weds (see observation). Mrs felt this not caused by J. 'Drew' a sticker rather than gave him one. Mrs not back until next term. Discussed use of SEN - Observation then use in class as J is successfully settled in. Mrs and staff will discuss, agree and write down their playground behaviour policy so that it can be explained clearly to J. Playtimes to start to be introduced in Stage 4. Stage 2 to include assembly - Mrs to still bring Jamie to office 9.05 rather than 9.00 am as there tends to be people 'milling' around at 9.00 am which could be unsettling for J. GD to phone Mrs Williams and check if 12.30 a good time to visit on Monday.
GD

16.3.92

Collected Mrs Williams, took her to visit school and home. Mrs is concerned that J may be involved in out of school incidents (throwing stones at cars, wandering onto factory land) with a younger child called Matthew - Matthew had dictated a long story and mentioned various incidents which occurred when he and a J were playing at the weekend (at Gran's house?).
GD.

19.3.92

Home visit. No problems. Discussed above with Mrs and J. J does not play outside Grandma's house. J perplexed and helpful. Matthew does not play with him (Mrs confirmed this). Matthew plays with J. N. Grandma takes J to town till 3.00 pm. J says he plays on the swing at Grandma's.
GD.

19.3.92

No problems at school this week. Mrs Williams has settled in fine. J to add on Tuesday 9.00-9.35 but spend time in a group with Mrs Williams as he might be bored in humn practise.
GD.

20.3.92

Meeting with Rose Williams. J very good. Very anxious to be good. No incidents. Better behaved than other children - they poke him a bit, he ignores them. J is working hard and is reluctant to leave at 10.30 - see attached observations.
GD.

27.3.92

No problems this week. J very chatty on the way home. Was a bit excitable one day with a probationary (student) teacher but stopped as soon as told.
GD.

J. - DoB:

27.1.92 cont'd

- We discussed reintegration on a less "bitty" basis. 2 x 2.5 hours (9.30-12.30) for 2 weeks with someone monitoring during playtime.
- The school routine might pose problems for J (children may be given 4 tasks for morning to complete - resourcing might be necessary to ensure he succeeded. Possible reintegration 2 x 2.5 hours increasing to 3 x 2.5, 4 x 2.5 etc so J would not be full time on there for assembly (which is fairly unstructured) until Mrs return.

GD.

29.1.92

Mrs and J visited yesterday. J was very tense (Mrs says) but Mrs talked to him, helped him relax. Discussed rewards at home (only for meeting target).

GD.

30.1.92

Phone call from Mrs - returned. Mrs to phone back Monday. (Governors net week). I suggested visit to school to discuss reintegration on Monday.

GD.

3.2.92

Phone call to Mrs

GD.

12.2.92

Meeting with Mrs. Acting Head in Mrs absence, and Mrs J. has been accepted by. Gradual reintegration programme discussed and agreed. School feels J needs to build good relationship with teacher. Mrs does not shout/confront. GD to arrange visit by SEN assistant and J to school. GD to write/get typed programme progress sheet.

GD.

25.2.92

GD to take J to visit school on Monday, 2 March at 11.25. GD to take class while Mrs talks to J.

GD.

2.3.92

GD took J to school (covered class while J talked with Mrs 7)

GD.

4.3.92

Mrs phoned. She is unhappy about J being monitored and taken home by a succession of different people. TA's every day. Would not have accepted if she had realised this would be the case. GD to chase up new SEN assistant.

GD.

5.3.92

Meeting with J and Mrs. No problems. J not too worried about daily change of escort. Mrs surprised but accepts this is a temporary arrangement.

GD.

5.3.92

Meeting with Mrs /Mrs. Pleased so far with J's behaviour. I explained need for monitoring/observation at first. If all goes well monitoring to be reduced to a stated period per session. Helper to be available in class to allow teacher more time to give positive feedback to J.

J - DoB:

8.1.92

Phone call to Mr Craddick plus returned call. Mr Craddick has phoned Mr headteacher, ; re numbers in year 2 - 50 children, therefore space available.
GD.

9.1.92

Mrs will write to Mrs stating preference for requesting meeting mentioning J 's DoB. Says J very well behaved over Christmas "We didn't know we'd got him", less boisterous, warned because he is enjoying being home and is shy about new situations (going in late for example). NB. has been experiencing a meningitis outbreak since December which may have influenced response of school secretary.
GD.

15.1.92

Home visit. Letter posted by Mrs Friday. No reply yet. J much better behaved at home now.
GD.

17.1.92

Phone call from Mrs Headteacher. Concerned about J 's possibly coming to Mr Craddick suggested she get in touch with GD. Meeting arranged for 9.00 am tomorrow.
GD.

18.1.92

Meeting with Mrs . Mrs ; taught J. at Hob Lane in Reception. J had some outbursts at end of time here - would throw himself down on big cushions - was "held" (hugged) until felt calmer. Remembered J with some affection. Concerned because there are already difficult children - one recently bereaved, one with school phobia, one recently adopted and very insecure in class. Discussed slow reintegration, positives, support. Mrs concerned that if JG came in for an hour he would not be picked up promptly. Said the (Chairman of Governors) was very against J coming because he had seen the classroom J wrecked, he should be at Atherstone. I explained J would not benefit from going to Atherstone because he pitched his level of behaviour to the worst around (Daniel does it so I can etc).
GD.

22.1.92

Phone call from Mrs . After a 'long session' with sub committee of governing body they have decided NOT to accept J .
GD.

27.1.92

Phone call from Mrs s. headteacher. Meeting to discuss J at 2.30 pm today.
GD.

27.1.92

Meeting at First School with Mrs .. Mrs is quite keen to take on challenge of J - feels he deserves a chance. Has been told by and Mrs not to but doesn't believe in doing what others tell her to do! Mrs is worried because:

1. She is due off for an operation this week and will be away 8 weeks.
2. There are already a number of difficult children (at least 6 she could refer).
3. She feels unconvinced about a slow reintegration but would like a trial period.

J: - DoB:

28.11.91

Phone call to Mrs to request copies of J's reading record and maths record. Mrs to bring record to Keresley Centre tonight.
GD.

3.12.91

GD visit to Mrs gave all academic records to Mr (?), home tutor, has no copies.
GD.

4.12.91

Home visit - Mrs specified (where her 2 nieces go) and First as two schools that she could manage to get J to. We discussed the need for reintegration to be successful carefully and programmed (possibly mornings only). Mrs agrees to J - coming home and going to bed for the rest of the school day if he throws a tantrum. Mrs would prefer J to go to Mrs eventually. Home tutor coming between 1.00 pm and 2.00 pm 5 days per week. J likes him. Reading/maths tested. Next visit 9.15 am Wednesday 11th. J cheerful co-operative and polite throughout visit.
Number - 7 years 2 months. BAS Basic Number Skills
Reading - 5 years 6 months.
CA - 6 years 10 months.
GD.

11.12.91

Home visit. Mum to contact mainstream school then phone me. J's records. Daily reading record from 23.9.91 to 30.9.91 Hearing test 18.2.91 - Adequate. minimal high and low frequency loss. hearing likely to fluctuate. Design and Technology Profile working on level 2. Science, Level 1 & 2. English, Level 1; Maths, Level 1 (all teacher assessed). Behaviour notes from 6.9.91 to 12.11.91 (copy in file).
GD.

13.12.91

Phone call from Mrs
GD.

13.12.91

Home visit. Mrs has approached both and Both say their year 2 is full. GD to check with office.
GD.

16.12.91

GD phone call to Mr Craddick. Year 2 is full. numbers are 70(R) 69(Yr1) 50(2) 67(3)
GD.

17.12.91

Home visit. Mrs Gilbey will ring again.
GD.

18.12.91

Mrs says she has phoned again. The school secretary said Mrs would not see her till after Christmas and Year 2 was definitely full.
GD.

J: - DoB:

15.11.91

School visit. Mrs said J had come back early from lunch on Tuesday (1.05 pm) had gone to toilet, come out and was going back in, when Mrs went to touch him (on arm) and asked him why he was going back in. He swung a kick at her, swore, hit out at her. Mrs came by, J lay on floor yelling. Went with Mrs Threw everything about in her office (smashed wooden birthday cake ornament?) overturned chairs and papers, kicked furniture from 1.20 to 3.00 pm. Mrs B took photos of damage and mess. (chairman of governors) was summonsed to see mess. Mrs said Mrs had told the other children J had gone to another school where he would be taught to control his temper. Other children now much quieter and calmer according to Mrs GD.

18.11.91

Phone call Sheila Goulding to gave Sheila Goulding details of reasons for Jamie's permanent exclusion. Precipitating incident: Had had good morning and then been home for lunch. On return would not comply with teachers instructions and refused to speak to her. took him to "time out". J kicked, punched and bit, and "smashed up" s office. prepared to and insist on permanent exclusion. Feels caused of J's problems not being found or dealt with. GP has suggested Clinical Psychologist referral - mum agreed.

19.11.91

Meeting at home arranged for 11.00 am 20.11.91 between Mrs Sheila Goulding and GD.
GD.

20.11.91

GD/SG explained current situation and purpose of tomorrow's meeting. A few possible options were discussed including reintegration from home to an unspecified school. Mrs said she and her husband would agree with this. J said he could not remember what had happened to cause him to be sent home although he said he had smashed up the office. He would rather be at school than at home. Mrs showed us a diary sent home by school. She was surprised and puzzled by what she saw as a sudden deterioration in the situation at school. Asked how he was at home she said he was no naughtier than any other child. When he misbehaved he was sent to his room. He had, however, started being cheeky to her "since all this started" and had once run away from her and her husband. J and his younger sister were present through most of the visit. There was no tension evident in any of the instructions. J was not cheeky to his mother while we were there.
SG.

21.11.91

Exclusion meeting, . Present: Mrs v and 3 governors, D Craddick, SG, Mr & Mrs Permanent exclusion upheld. Mr & Mrs not planning to appeal. Written submission from headteacher filed separately. Area office to appoint home tutor with first school experience and inform us of details. Us to then liaise with home tutor. Mrs prepared to help, eq with records, resources etc. Us to liaise with office re finding a school for a staged integration as and when appropriate.
SG.

26.11.91

Letter to Mrs lbr - GD to visit 9.15 am. 4.12.91.
GD.

J: y - DoB:

14.10.91

Meeting at . . . with Mrs . Mrs . Mrs . has had a number of complaints about Mr . 's violent behaviour towards neighbours sparked off by J 's behaviour (fighting with neighbouring child). Intervention to start after half term. Class challenge to change fortnightly or weekly - separate details, GD.

18.10.91

J going home for lunch. Doing circuit training at playtime with Mrs plus other children. Book going home and back recording behaviours. GD.

4.11.91

meeting at school between GD and Mrs . GD to meet J . during playtime on Mondays 10.25 - 10.40 (more if behaviour deteriorates). GD and Mrs . to meet 10.25 am on Fridays. GD.

1.11.91

School visit. J discussed his behaviour - identified kicking, fighting, pushing, hitting, pinching as behaviours he must avoid. Incident last Friday J pulled someone's hair, asked by Mrs . to come and sit by her, refused. Mrs West physically moved him. J hit shouted bit and kicked Mrs . while she held him. Mrs West says . will have a tantrum if she tells him to do something he does not want to do. GD.

11.11.91

School visit - J had one orange card Thursday, walked down quietly, did . time, discussed behaviour, walked back. Friday 10 mins play with new toys in Mrs 's office. Grounded at home. Today J very annoyed at talking to me at playtime. Shouted, cried, threw candles and bits of wax off birthday cake about. Kicked wall and bookcase, yelled "I want to go out" every minute or so. I explained he could when he demonstrated he knew how to behave, answered his 4 questions. Calmed down after 10 mins, answered questions, returned to classroom. GD.

12.11.91

Meeting with J . Delivered new charts to Mrs . J reels off target behaviours very promptly. "Agrees" to avoid children if he has had problems with them before. He knows about yellow/red card in football and not handle 'kicking off the ball. J showed me his 4 stickers. Said he would have 6 when I came next Monday (I challenged him to 10!). GD.

13.11.91

Phone call from Mrs . to say Jamie excluded. Phone call to . 3.05 pm (Mrs . not available - phone after 4.00 pm). Phone call to Mrs . 4.15 pm no reply. GD.

14.11.91

Home visit. Mrs . showed me letter from . Meeting on 21 Nov with 3 governors and Mr Craddick at which J ' will be discussed and a decision taken. Mrs . / picked J . e up, was shown office with everything thrown around. J very angry and defiant - would not come out to go home when she asked him to. J 's only explanation later "she got me in a mood". Next meeting 19.11.91 at 9.00 am. Mum asked about the "school" at Keresley. GD.

J. - DoB:

23.9.91

Case opened: 19.9.91.

Meeting with Mrs , Headteacher at ' First School. J excluded on Monday 16 and Tuesday 17 for incident reported separately. J to attend 5 sessions of First school social skills at Keresley, MAESC.

HB - Thursday and Friday working in small group - no trouble in larger groups. eg disco children "flock round him". Older brother, younger sister (2 yrs) has been aggressive (according to mum) since baby sister born. Mum and dad at home. J. scared of dad.

Reported to police for climbing on Middle School roof (plays out a lot?) throwing stones. Two mothers have complained about J to school (reud between families?). Reports that J's mother has encouraged him to throw stones/swear at others etc.

HI - Problems - Aggression - hits punches, kicks, scribbles on other peoples work, smashes their models. Doesn't know how to act appropriately in group Likes to be in control Adult looks (frowns, glares, pulls faces, winds other children up). At lunchtime (dinner supervisor watches him always) GD.

24.9.91

Observation: Separate sheet. On collecting coat from peg walked straight at children, pushing them aside. Child stepped aside quickly, looked anxious to avoid J. J walks with a swagger.

Academic - not reading at all (suggested contact Mrs Mohammed, Reading Advisory Service) Copy writing - dictates good stories.

Incident since 16.9.91: Mrs , explained task (group work) and left group to get on. J , messed about, flicking pencils, dropping things, chatting, moving equipment. Mrs talked to him privately, gave him option of getting on in group or working alone - He said he would get on with his work and did. GD.

1.10.91

Observation - 10.50 - 11.00. On playground. J. joined group of 3 boys They looked round J pointed. All 4 boys ran across field, stopped at a boy with red hair, surrounding him J kicked him hard (in the stomach / top of legs) then another boy pulled red-haired boy down and the 3 lads with J kicked and pumelled him J and other 3 ran off leaving child crying Teacher walked over, picked victim up, summoned J and group. J lashed out at boy with fist. Teacher held him off, spoke to J, and friends and subsequently walked round with boys hand in hers. This child had his arm in plaster and was in J's class. A few minutes later J and friends surrounded small boy (R or Yr 1?). J pulled him down then all kicked and thumped him repeatedly. J kicked him 4 times.

11.00 - 11.25 in class.

J lingered with David in toilets until 11.10 am He was laughing looking under doors, banging doors.

11.10 am - Came into class, sat at back of group (carpet session) Called out twice, ridiculed other child's comments?

11.12 am - Went to painting table, put on apron. Helped other boy by doing up apron buttons at back. Painted picture.

11.25 am - Observation finished.

GD

2.10.91

J in Social Skills.

J attempts to alter course by saying/doing opposite to other children calling out, "When is it my turn?" etc. After he has had a token turn he tends to lose interest and "mess about". Pulls away if touched yet was very relaxed when being guided on a trust walk by trainer.

GD

**Appendix VI Questionnaires and
summary of responses
(re Chapter 12).**

CASEWORK QUESTIONNAIRE

Reference number: Summary (school teachers) (N = 18)

In most questions I would like you to circle one of the numbers 1 to 5.
1 signifies the most negative response, and 5 the most positive, with the other numbers in stages between. Question 13 requests a written response.

- | | negative | | | positive | |
|--|----------|---|---|----------|--------|
| | 1 | 2 | 3 | 4 | 5 |
| 1. Were your views/ideas/suggestions consistently given full consideration by the caseworker? | | | | 3 | 15 |
| 2. How co-operative were the child's carers to the school prior to referral to N.A.E.S.S? | | 2 | 4 | 6 | 2 4 |
| 3. Please rate the child's responses to the school's concerns about his/her behaviour prior to referral, eg ability to accept criticism? | | 9 | 7 | 2 | |
| 4. Do you feel you made a significant contribution to the intervention planning? | | | | 3 | 8 7 |
| 5. Was the intervention plan specified in clear terms? | | | | 5 | 13 |
| 6. Do you feel that the caseworker's approach provides a useful framework for responding to children's challenging behaviour? | | 1 | | 1 | 4 12 |
| 7. Do you feel that the time, effort and commitment made by the various parties involved were appropriate? | | | | | |
| by school | | | | 2 | 2 14 |
| by caseworker | | | | | 3 15 |
| by the family | | | | 10 | 4 4 |
| by the child | | 2 | 6 | 4 | 3 3 |
| others (please state whom) | | | | | |
| 8. Do you enjoy good channels of communication with the caseworker, eg written accounts of actions agreed, update letters? | | | | 4 | 14 |
| 9. Do you feel you have had an adequate appreciation of the rationale behind the caseworker's approach to dealing with the problem? | | | | 5 | 13 |
| 10. Has the caseworker offered any training opportunities for managing difficult behaviour? | | | | | |
| to yourself | | | | yes = 12 | no = 6 |
| to the school | | | | yes = 14 | no = 4 |

	negative			positive	
	1	2	3	4	5
11. Did you find the caseworker a good person to work with?				3	15

	little			much	
12. Please rate the degree of influence on the child's present behaviour of:					
child's personality			6	7	5
family/carers	1	2	6	6	3
peers	3	1	7	7	
community	6	2	6	4	
school	4	1	5	8	

13. Please make any further comments.

We are particularly interested in what you found to be effective and any improvements you can suggest.

Thank you for giving your time and thought.

Please return the completed form to:

Richard Crombie, Educational Psychologist, Northern Area Education Support Service. (Stamped addressed envelope provided)

CASEWORK QUESTIONNAIRE

Reference number: Summary (Support teachers) N = 21)

For each question I would like you to circle one of the numbers 1 to 5.
1 signifies the most negative response, and 5 the most positive, with the other numbers in stages between.

This form is to be completed immediately following the completion of the initial stages of case involvement. Please also:

	negative			positive	
	1	2	3	4	5
1. Were your views/ideas/suggestions consistently given [full consideration?]					
by school staff				9	12
by the family	2	2	4	5	8
by the child	2	2	6	4	7
2. Do you feel you made a significant contribution to the intervention plan?				4	17
3. Do you feel that the N.A.E.S.S approach provides a useful framework for responding to children's challenging behaviour?				2	19
4. Do you feel that the time, effort and commitment made by the various parties involved were appropriate?					
by school		2	5	4	10
by self				1	9 11
by the family	2	4	3	4	6
by the child	2	4	1	6	8
others (please state whom)				1 (SSD)	
5. Do you feel you have had an adequate appreciation of the rationale behind the N.A.E.S.S approach?				1	2 18
6. a. Did you find the school good to work with?				3	7 11
b. Did you find the key teacher good to work with?	1	1	4	6	9

7. Please rate the degree of influence on the child's

present behaviour of:	little		much		
	1	2	3	4	5
child's personality			6	8	7
family/carers	2		3	6	10
peers	2	3	12	2	2
community	6	6	4	4	1
school		3	9	6	3

Thank you for your time and effort.

CASEWORK QUESTIONNAIRE

Reference number: ...SUMMARY (PARENTS) (N = 9).....

In most questions I would like you to circle one of the numbers 1 to 5.
1 signifies the most negative response, and 5 the most positive, with the other
numbers in stages between. Question 11 asks for a written response.

	Negative			Positive	
	1	2	3	4	5
1. Before the N.A.E.S.S became involved:					
a. Did the school keep you well informed about the problems they had with your child?		3	1		5
b. Did the school discuss with you positive ways of working together to manage your child's behaviour?	2	2		2	3
c. At meetings with the school did you feel that your point of view was listened to and affected decisions made?	3	2		2	2
2. Did the other people involved always listen to what you had to say?					
schoolteachers		2	2	2	3
caseworkers	1	1			7
3. Were your thoughts and ideas included in the plans of action?	1	1		2	5
4. Did the caseworker's approach make good sense to you?	1	1			7
5. Has your child's behaviour improved?					
at home		2	2	1	4
at school			1	4	4
6. Have your own ways of managing your child's behaviour improved?		1	4	2	2
7. Have you found the caseworker a good person to work with?		1	1		7
8. Do you feel that everyone involved has done all they should?					
school			1	2	6
caseworker		1	1	1	6
family		1	1	1	6
child	2	3			4
others (please state whom)				1 (S.S.D.)	

little			much	
1	2	3	4	5

9. Has your relationship with the school improved since the caseworker became involved?

2 1 1 5

11. Please make further comments. We are particularly interested in what you found to be effective and any improvements you can suggest.

Thank you for your time and effort.

CASEWORK QUESTIONNAIRE

Reference number: SUMMARY (CHILDREN) (N = 7)

In most questions I would like you to circle one of the numbers 1 to 5.
1 signifies the most negative response, and 5 the most positive, with the other numbers in stages between.

- | | Negative | | | Positive | |
|---|----------|---|---|----------|---|
| | 1 | 2 | 3 | 4 | 5 |
| 1. Did the other people involved always listen to what you had to say? | | | | | |
| School; before the caseworker became involved. | | | 5 | 1 | 1 |
| School; since the caseworker has been involved. | | | 1 | 3 | 3 |
| Caseworker. | | 1 | | 1 | 5 |
| Family | | 2 | 2 | | 3 |
| Others (please state whom) | | | | | |
| 2. Were your thoughts and ideas included in the plans of action? | | 1 | 2 | 1 | 3 |
| 3. Did the caseworker's ways of doing things make sense to you? | | | 1 | 2 | 4 |
| 4. Did anything change because of the work by the caseworker? | | | | | |
| Your behaviour | 1 | | 1 | 3 | 2 |
| School towards you | | 1 | 1 | 3 | 2 |
| Family towards you | | | 1 | 4 | 2 |
| 5. Do you feel that everyone involved has tried hard to improve things? | | | | | |
| School | | | 1 | 3 | 3 |
| Caseworker | | 1 | | 4 | 2 |
| Family | | 1 | | 4 | 2 |
| Yourself | 1 | 2 | 2 | 2 | |
| Others (please state whom) | | | | | |
| 6. Please make any further comments. We are particularly interested in what you found to be effective and any improvements you can suggest. | | | | | |

Thank you for your time and effort

Appendix VII

**Questionnaires and
summary of responses
(re Chapter 14).**

QUESTIONNAIRE FOR N.A.E.S.S. STAFF - JULY 1994, N = 16
SUMMARY OF RESPONSES

1. What broad expectations do you believe the following groups have of N.A.E.S.S.?

1.1 Schools

- take problem away 9
- give expert advice; have the answers 4
- save them from hassle 2
- help them manage 3
- solve the problem, 'magic wand' 9
- God, the Cavalry! 1
- 'whipping boy' 1
- 'that we don't understand their pressures' 1
- training 2
- take responsibility 4
- relieve pressure 1
- liaison 1

1.2 Parents

- discipline the child 4
- sort the school out, mediate, tell the schools what to do 7
- help them with the child 5
- 'cure', instant remedies, saviour 7
- 'hassle' 1
- 'marriage counsellor' 2
- 'loco parentis while they are still there' 1
- listen, advise 4
- punch bag 1
- none 1
- take responsibility 2
- liaison 1
- 'relieving stress' 1
- access to other agencies 1

1.3 Children (with whom the service works)

- personal support, 'super hero' 10
- offer interesting activities 2
- ensure they're treated fairly 3
- a nuisance; 'making them aware of their behaviour', 'hassle' 7
- doormat 1
- 'thought police' 1
- ensure fairness 4
- act quickly 1
- attention 1

2. What broad outcomes do you believe are perceived by schools as a result of the work of N.A.E.S.S?

2.1 Positives

• effective strategies/systems	6
• links with home	4
• helps pupils	1
• improved behaviour	6
• improved social skills	1
• improving teacher skills	4
• support staff	5
• remove child	1
• INSET	3
• project	1
• social skills	1
• 'something being done'	1

2.2 Negatives

• give them more work to do	11
• don't remove child	9
• don't offer in-class support	2
• schools believe their resources are inadequate	1
• identifying positives re children	1
• believe children are rewarded for bad behaviour	2
• sides with children	1
• spying on teachers	1
• siding with parents	1
• interference	1
• fail to eradicate problem behaviour	1

3. What do you believe are the major achievements of the service?

• save L.E.A. money	1
• supporting children in mainstream school	13
• INSET	1
• improving school approaches	5
• helping schools meet their responsibilities	1
• parental support	2
• good staff team	1
• model	2
• unifying E.B.D. provision	1
• changing school's culture	1
• 'boldly go where no support service has gone before'	1
• some improvement in child behaviour	1
• save money	1
• liaison	1
• child advocate	2

- 'some school's believe in us' 1
- professional approach 1
- respite 1
- removing difficult children 2

4. What do you believe are the major challenges facing the service?

- no money 8
- sabotage by some mainstream school staff 1
- the future 2
- maintaining credibility 1
- uniting the service 1
- increasing workloads 5
- communication 2
- changes re S.E.N. provision local government provision 5
- staff morale 1
- 'Tory cuts' 3
- prove worth to schools so they purchase service 1
- restraint 2
- Service Development Plan 3
- L.E.A. 'lack of foresight by County Hall' 1

REFERENCES

Primary references (i.e. original sources) are listed first, followed by secondary references. Secondary references are indicated as such in the text and the appropriate primary reference cited. The primary citation is given again in the list of references.

1 Primary references

ACE (Advisory Centre for Education) (1992) Exclusions.
ACE Bulletin No. 47. London: ACE.

Adler, P. A. and Adler, P (1994).
Observational techniques. In N. K. Denzin and Y. S. Lincoln (Eds.).
Handbook of qualitative research. London: Sage.

Ainscow, M. and Tweddle, D. (1979)
Preventing classroom failure: an objectives approach. Chichester : Wiley.

Akers, R.L. (1977)
Deviant behaviour : a social learning approach. Belmont, Calif.:
Wadsworth Publishing Co.

Altheide, D. L. and Johnson, J. M. (1994).
Criteria for assessing interpretative validity in qualitative research. In N.
K. Denzin and Y. S. Lincoln (Eds.) Handbook of qualitative research.
London: Sage.

Arnstein, S.R. (1971)
A ladder of citizen participation in the U.S.A.,
Journal of the Royal Town Planning Institute, 57, 176 - 182.

Atkinson, P. and Hammersley, M. (1994). Ethnography and participant
observation. In N. K. Denzin and Y. S. Lincoln (Eds.) Handbook of
qualitative research. London : Sage.

Audit Commission (1992a). Getting in on the act. London : H.M.S.O.

Audit Commission (1992b). Getting the act together. London : H.M.S.O.

Audit Commission (1994). The act moves on : progress in special
educational needs. London : H.M.S.O.

Ball, S. J. (1987)
The micro-politics of the school. London : Methuen.

- Bandura, A. (1977)
Social learning theory. Englewood Cliffs, N. J. Prentice Hall.
- Bandura, A. (1986)
Social foundations of thought and action : a social cognitive theory.
Englewood Cliffs, N. J. Prentice-Hall, Inc.
- Barton, L. (ed.) (1988)
The politics of special educational needs. Lewes : The Falmer Press.
- Bateson, G. (1979)
Mind and Nature. London : Wildwood House.
- Becker H.S. (1963)
Outsiders. New York : Free Press.
- Berger, P. and Luckman, L. (1967)
The social construction of reality : a treatise in the sociology of
knowledge. Harmondsworth : Penguin.
- Blagg, N. (1987)
School phobia and its treatment. London : Croom Helm.
- Booth, T. and Potts, P. (1983)
Creating integration policy. Oxford : Blackwell.
- Bowman, I. (1981)
Maladjustment : a history of the category.
In W. Swann (ed.) The practice of special education. Oxford : Blackwell.
- Brenner, M. (1981)
Patterns of social structure in the interview approach.
In M. Brenner (ed.) Social method and social life.
London : Academic Press.
- Burgess R. L. (1993).
Research methods. Walton-on-Thames : Nelson.
- Burman, E. (1994).
Deconstructing developmental psychology. London : Routledge.
- Burt, C. (1925)
The young delinquent. London : University of London Press.
- Burt, C. (1937)
The backward child. London : Hodder and Stoughton.

- Callias, M. (1992)
Evaluation of interventions with children and adolescents.
In D. Lane and A. Miller (Eds). *op.cit.*
- Campbell, D. Draper, R., and Huffington, C. (1989)
A systemic approach to consultation. London : D.C. Publishing.
- Canter, L. and Canter, M. (1992)
Assertive discipline, Santa Monica:
Lee Canter Associates.
- Caplan, G. (1970)
The theory and practice of mental health consultation.
London : Tavistock Publications.
- Cartledge, G. and Milburn, J. (1986)
Teaching social skills to children. Oxford : Pergamon.
- Chisholm, B., Kearney, D., Knight, G., Little, H. and Tweddle, D. (1986)
Preventive approaches to disruption. London : Macmillan.
- Cliffe, D. and Berridge, D. (1991)
Closing children's homes: an end to residential child care?
London : National Children's Bureau.
- Cohen, A.K. (1955)
Delinquent boys : the culture of the gang.
Glencoe, Ill : The Free Press.
- Cohen, L. and Manion, L. (1985)
Research methods in education. Beckenham : Croom Helm.
- Cooper, P. (1993) Effective schools for disaffected students.
London: Routledge.
- Cooper, P., Smith, C. and Upton, G. (1994)
Emotional and behavioural difficulties; theory to practice.
London: Routledge
- Coulby, D. and Harper, T. (1985)
Preventing classroom disruption. London : Croom Helm.
- Croll, P. and Moses, D. (1985)
One in five. London : R.K.P.
- Crombie, R., Lowe, T and Sigston, A. (1989)
Group work and teacher skill : the role of the educational psychologist.
Educational Psychology in Practice, 5, 1.

Crombie, R. and Noakes, J. (1992)
Developing a service to support children with behaviour difficulties in mainstream schools.
Educational and Child Psychology, 9, 4.

Cunningham, C and Davis, H. (1985)
Working with parents : frameworks for collaboration.
Milton Keynes : Open University Press.

Denzin, N. K. and Lincoln, Y. S. (Eds.) (1994).
Handbook of qualitative research. London : Sage.

Denzin, N. K. and Lincoln, Y. S. (1994).
Introduction: enfeering the field of qualitative research. In J. K. Denzin and Y. S. Lincoln (Eds.) Handbook of qualitative research. In N. K. Denzin and Y. S. Lincoln (Eds.) Handbook of qualitative research.
London : Sage.

D.F.E. (Department for Education) (1993)
The code of practice on special educational needs.
London : D.F.E. Publications.

D.F.E. (Department for Education) (1994)
Pupils with problems. (Circulars 8 - 13/94) London : D.F.E. Publications.

Dessent, T. (1987)
Making the ordinary school special. London : Falmer Press.

Dewey, J. (1934)
A common faith. New Haven, CT : Yale University Press.

D.S.M. - IV (Diagnostic and Statistical Manual of Mental Disorders, 4th edition) (1994)
Washington, D.C. : American Psychiatric Association.

Easen, P. (1985)
Making school centred INSET work.
London : Open University/Croom Helm.

Eiser, J.R. (1994)
Attitudes, chaos and the connectionist mind. Oxford : Blackwell.

Eisner, E. (1985)
The art of educational evaluation : a personal view. London : Falmer.

Ellis, A. and Grieger, R. (1977)
Handbook of rational-emotive therapy. New York : Springer Pub. Co.

Elton Report (Department of Education and Science) (1989)
Discipline in school. London : H.M.S.O.

Farrell, P., Harraghy, J. and Petrie, B. (1996).
The statutory assessment of children with emotional and behavioural difficulties.
Educational Psychology in Practice, 12, 2, 80 - 85.

Festinger, L. (1957)
A theory of cognitive dissonance. Evanston, IL : Row, Peterson.

Feyerabend, P. (1978)
Against method. London : Verso.

Fisher, R. and Ury, W. (1981)
Getting to yes : negotiating agreement without giving in .
London : Arrow Books Ltd.

Freeman, A. and Topping, K. (1976)
"What do you expect of educational psychologists?"
Association of Educational Psychologists Journal, vol 4, No. 3.

French, J. and Raven, B. (1960).
The bases for social power. In D. Cartwright and A. Zander (eds) Group dynamics : research and theory. Evanston, Ill : Row-Peterson.

Fulcher, G. (1989)
Disabling policies? : a comparative approach to education, policy and disability. Lews : The Falmer Press.

Fullan, M., Miles, M., and Taylor, G. (1980)
Organisational development in schools : the state of the art.
Review of Educational Research, 50, 121 - 183.

Fullan, M. (1993)
Change forces. London : The Falmer Press.

Galloway, D., Ball, T., Blomfield, D. and Seyd, R. (1982)
Schools and disruptive pupils. London : Longman.

Galloway, D. (1985)
Schools, pupils and special educational needs. London : Croom Helm.

Galloway, D. and Goodwin, C. (1987)
The education of disturbing children. Harlow : Longman.

Galvin, P., Mercer, S. and Costa, P. (1991)
Building a better behaved school.
Harlow: Longman.

Gersch, I., Holgate, A., and Sigston, A. (1993)

Valuing the child's perspective. A revised student report and other practical initiatives. *Educational Psychology in Practice*, 9, 1, 36 - 45.

Gersch, I. (1996) Involving children in assessment: creating a listening ethos. *Educational and Child Psychology*, 13, 2, 31 - 40

Gleik, J (1987)

Chaos. London : Cardinal.

Goffman, I. (1983)

Stigma. Harmondsworth : Penguin.

Gray, P. and Noakes, J. (1987)

Time to stop taking the easy option.

The Times Educational Supplement, 10.04.87. P.21

Gray, P., and Noakes, J. (1993)

Reintegration of children with challenging behaviour into the mainstream community. In A Miller and D. Lane (eds).

Silent conspiracies. Stoke-on-Trent : Trentham Books.

Gray, P., Miller, A. and Noakes, J. (1994)

Introduction. In P. Gray, A. Miller and J. Noakes (eds) Challenging behaviour in school. London : Routledge.

Gross, N., Giacquinta, J. and Bernstein, M. (1971)

Implementing organisational innovations : a sociological analysis of planned education change. New York : Basic Books.

H.M.I. (Her Majesty's Inspectorate) (1978)

Behavioural units : a survey of special units for pupils with behavioural problems. London : D.E.S.

Hammersley, M. (1984)

The ethnography of schools : methodological issues.

Driffield : Nafferton.

Hammersley, M. (1992) What's wrong with ethnography? Methodological explorations. London : Routledge.

Hammersley, M. and Atkinson, P. (1983).

Ethnolgraphy : principles into practice. London : Tavistock.

Handy, C. (1990)

The age of unreason. London : Arrow.

Hargreaves, D.H. (1967)

Social relations in a secondary school. London : R.K.P.

Haring, N.G. and Eaton, M.D. (1978)

Systematic instructional procedures : an instructional hierarchy. In Haring, N.G., Lovitt, T., Eaton, M.D. and Hansen, C. The fourth R - research in the classroom. Columbus, Ohio : Chas. Merrell.

Hegarty, S. (1987)

Meeting special needs in ordinary school : an overview. London : Cassell.

Henwood, K. L. and Pidgeon, N. F. (1993). Qualitative research and psychological theorising. In M Hammersley (ed.) Social Research. London :Sage.

Herbert, M. (1987)

Behavioural treatment of children with problems : a practice manual. London : Academic Press.

Herbert, M. (1991)

Clinical child psychology : social learning theory, development and behaviour. Chichester : Wiley.

Herman, J. L. (ed) (1987)

The program evaluation kit (9 vols.) London : Sage.

Heron, J. (1981)

The philosophical basis for a new paradigm.
In P. Reason and J. Rowan (eds) op. cit.

Hewstone, M. (1989)

Causal attribution : from cognitive processes to collective beliefs. Oxford : Blackwell.

Hinkle, D.E. (1965)

The change in personal constructs from the viewpoint of a theory of implications. Unpublished Ph.D. Thesis, Ohio State University.

Hopson, B. and Scally, M. (1981)

Life skills teaching, London : McGraw Hill

Hord, S. (1987)

Evaluating educational innovation. London : Croom Helm.

Huberman, A. M. and Miles, M. B. (1994).

Data management and analysis methods. In N. K. Denzin and Y. S. Lincoln (Eds) Handbook of qualitative researach. London : Sage.

Jamesick, V. J. (1994). The dance of qualitative research design : metaphor, methodolatry and meaning. In N. K. Denzin and Y. S. Lincoln (eds.) Handbook of qualitative research. London : Sage.

Jeffrey, T. (1993)
Personal communication from the DFE civil servant leading on the development of the Code of Practice on Special Educational Needs.

Jencks, C (1973)
Inequality, a reassessment of the effect of family and schooling in America.
London : Allen Lane.

Kanter, R. M. (1984)
The change masters. London : Unwin.

Kelly, G. (1955)
The psychology of personal constructs, Vol. 1. New York : Norton.

Kuhn, T. (1970)
Logic of discovery or psychology of research.
In I. Lakatos and A. Musgrove (Eds.) Criticism and the growth of knowledge. London : Cambridge University Press.

Lane, D. (1978)
The impossible child vols. 1 and 2. London : I.L.E.A.

Lane, D. (1990)
The impossible child. London : Trentham Books.

Lane, D., and Miller, A. (Eds.) (1992)
Child and adolescent therapy: a handbook.
Buckingham: Open University Press.

Lane, D. (1994)
Supporting effective responses to challenging behaviour : from theory to practice. In P. Gray, A. Miller and J. Noakes (eds). op.cit.

MacDonald, B. (1993) A political classification of evaluation studies in education. In M. Hammersley (Ed.) Social research.

Madsen, C., Becker, W. and Thomas, D. (1968)
Rules, praise and ignoring : elements of elementary classroom control.
Journal of Applied Behaviour Analysis, 1, 2, 139 - 150.

Mager, R.F. (1984)
Goal analysis, Second Edition. Belmont, Calif : Pitman Learning, Inc.

McCallum, B., McAlister, S., Brown, M. and Gipps, C. (1993)
Teacher assessments of Key Stage 1,
Research Papers in Education, 8, 305 -28.

McGuire, R.J. and Priestly, P. (1992)
Some things do work : psychological interventions with offenders and the
effectiveness debate.
In F. Losel, D. Bender and T. Bliesener (eds) Psychology and law.
Berlin, New York : Walter de Gruyter.

McNamara, E. (1988)
Behavioural contracting with secondary aged pupils.
Educational Psychology in Practice, 2, 4, 21 - 26.

Miller, A. (1989)
Behavioural approaches and classroom realities : how educational
psychologists devise and implement behavioural interventions.
In K. Reid (ed.) Helping troubled pupils in secondary schools.
Oxford : Blackwell.

Miller, A. and Lane, D. (1993) (Eds)
Silent conspiracies.
Stoke: Trentham Books.

Miller, A. (1994a) Mainstream teachers talking about successful
behavioural support.
In P. Gray, A. Miller and J. Noakes (eds.) op. cit.

Miller, A. (1994b)
Staff culture, boundary maintenance and successful behavioural
interventions in primary schools. Research Papers in Education.

Miller, A. (1994c) Parents and difficult behaviour: always the problem or
part of the solution?
In P. Gray et al, op.cit.

Mortimore, P. (1988)
School matters : the junior years. Wells : Open Books.

Mortimore, P. (1995) Effective schools: current impact and future
potential.
London: Institute of Education.

Mulkay, M. (1972)
The social process of innovation : a study in the sociology of science.
London : MacMillan.

N.U.T. (National Union of Teachers) (1992)
N.U.T. Survey of pupils' exclusion : information from I.e.a.'s.
London : N.U.T.

Nias, J. (1985)
Reference groups in primary teaching.
In S. J. Ball and I.F. Goodson (eds.) Teachers' lives and careers.
Lewes : The Falmer Press.

Nias, J. and Groundwater-Smith S. (Eds.) (1988).
The enquiring teacher : supporting and sustaining teacher research.
Lewes : The Falmer Press.

Northern Area Education Support Service (1988)
Behavioural Trait State Analysis. Unpublished.

Norwich, B. (1990)
Re appraising special needs education. London.

Phillips, E.M. and Pugh, D.S. (1987)
How to get a Ph.D. Milton Keynes : Open University Press.

Plowden Report (Department of Education and Science) (1967)
Children and their primary schools, vol. 1. London : H.M.S.O.

Powney, J. and Watts, M. (1987)
Interviewing in educational research. London : R.K.P.

Presland, J. (1974)
Modifying behaviour now. Special Education : Forward Trends 1, 20 -22.

Prior, D. and Wilson, J. (1994)
Support secondary schools : a complex problem.
In P. Gray, A. Miller and J. Noakes (eds.) op. cit.

Reason, P. and Rowan, J. (eds.) (1981)
Human inquiry : a source book of new paradigm research.
Chichester : Wiley.

Rogers, C. (1951)
Client centred therapy. London : Constable.

Reynolds, D. (1995) The future of school effectiveness and school improvement. Educational Psychology in Practice, 11, 3.

Rowan, J. (1981) A dialectical paradigm for research. In P. Reason and J. Rowan (Eds.) Human inquiry : a sourcebook of new paradigm research.
Chichester : Wiley.

Rutter, M., Tizard, J. and Whitmore, K. (eds.) (1970)
Education, health and behaviour. London : Longman.

Rutter, M., Maughan, B., Mortimore, P., Ouston, J. and Smith, A. (1979)
Fifteen thousand hours : secondary schools and their effects on pupils.
London : Open Books.

Rutter, M. and Smith, D. (1995)
Psychosocial disorders in young people.
Chichester: Wiley.

Schwandt, T. A. (1994) Constructivist interpretivist approaches to human inquiry. In N. K. Denzin and Y. S. Lincoln (Eds.) Handbook of qualitative research. London : Sage.

Schwartz, P., and Ogilvy, J. (1980)
The emergent paradigm : changing patterns of thought and belief.
Analytical Report No. 7, Values and Lifestyles Program, SR1
International Menlo Park, Calif.

Senge, P. (1990)
The fifth discipline. New York : Doubleday.

Skinner, B. F. (1974)
About behaviourism. New York : Knopf.

Solity, J. (1991)
Special needs : a discriminatory concept?
Educational Psychology in Practice, 6, 5, 12 -19.

Solity, J. (1992)
Special education. London : Cassell.

Stacey, R. (1992)
Managing the unknowable. San Francisco : Jossey-Bass.

Stocker, R. (1987)
Systems intervention in schools - the ripple effect.
Educational Psychology in Practice, vol. 3, no.1.

Stott, D. (1974)
The Bristol Social Adjustment Guide : Manual.
London : Hodder and Stoughton.

Stufflebeam, D.L., Foley, W.J., Gephart, W.J., Guba, E.G., Hammond,
R.I., Merriman, H.O. and Provus, M.M. (1971)
Educational evaluation and decision making.
Ifasca, Illinois : I.E. Peacock Publisher, Inc.

- Swann, W. (1985)
Is the integration of children with special needs happening?
Oxford Review of Education, vol. 11.
- Tattum, D. (1982)
Disruptive pupils in schools and units. Chichester : Wiley.
- Taylor, E. (1994)
Syndrome of attention deficit and overactivity.
In M. Rutter, E. Taylor and L. Hersov (Eds).
Child and adolescent psychiatry: modern approaches.
Oxford: Blackwell.
- Thompson, E.P. (1968)
The making of the English working class. Harmondsworth : Penguin.
- Tizard, J. (1973)
Maladjusted children and the Child Guidance Service.
London Educational Review, 2, 2, 22-37.
- Tomlinson, S. (1981)
The sociology of special education. London : R.K.P.
- Tomlinson, J. (1993)
The control of education. London : Cassell.
- Topping, K. (1983)
Educational systems for disruptive adolescents. London : Croom Helm.
- Underwood Report (1955)
(Department of Education and Science) Report of the Committee on
Maladjusted Children. London : H.M.S.O.
- Warnock Report (Department of Education and Science) (1978)
Special educational needs : report of the Committee of Enquiry into the
education of handicapped children and young people. London : H.M.S.O.
- Watts, P., Miller, A., Frederickson, N., Myers, M. and Hart, D. (1988).
Planning professional development for educational psychologists 1.
A framework and set of resource materials for a systematic approach.
Educational Psychology in Practice, 4, 1, 4-12.
- Wheldall, K. and Glynn, T. (1989)
Effective classroom learning. Oxford : Blackwell.
- Wolfendale, S. (1983)
Parental participation in children's development and education.
London : Gordon and Breach Science Publications.

Wolfendale, S. (1990)
Involving parents in behaviour management - a whole school approach.
In M. Scherer, I. Gersch and L. Fry (Eds)
Meeting disruptive behaviour: assessment, intervention and partnership.
Basingstoke: Maxmillan.

Wolfendale, S. (1992)
Empowering parents and teachers : working for children.
London : Cassell.

Wolfendale, S. (1996)
Accounting a network of services for EBD: a description of the DELP
working party and beyond.
Educational and child Psychology, 13, 1, 5 - 12

Zajonc, R.B. (1980)
Feeling and thinking : preferences need no inferences.
American Psychologist, 35, 151-175.

2 Secondary references

Allport, G. W. (1935).
Attitudes. In C. Murchison (Ed.) Handbook of social psychology, vol. 2.
Worcester, Ma : Clark University Press. (Cited in Eiser (1994) op. cit.).

Beckhard, R. and Pritchard, W. (1992).
Changing the essence. San Francisco : Jossey-Bass. (Cited in Fullan
(1993) op. cit.).

Burgess, R. L. and Akers, R. L. (1966).
A differential associatoin - reinforcement theory of criminal behaviour.
Social Problems 14 : 128 - 47. (Cited in Akers (1977) op. cit.).

Davidson, J. (1979).
Outdoor recreation surveys : the design and use of questionnaires for site
surveys. London : Countryside Commission (Cited in Cohen and Manion
(1985) op. cit.).

Eysenck, H. J. and Eysenck, S. B. G. (1978).
Psychopathy, personality and genetics.
In R. D. Hare and D. Schalling (Eds.) Psychopathic behaviour.
London : Wiley. (Cited in Lane (1990) op. cit.).

Fazio, R. H. (1986).
How do attitudes guide behaviour? In R. M. Sorrentino and E. T. Higgins
(Eds.) Handbook of motivation and cognition : Foundations of social
behaviour. New York : Guilford Press. (Cited in Eiser (1994) op. cit.).

Freud, S. (1966) Normality and pathology in childhood.
London : Hogarth Press. (Cited in Lane (1990) op. cit.).

Goodlad, J. (1990).
Teachers for our nation's schools. San Francisco : Jossey-Bass.
(Cited in Fullan (1993) op. cit.).

Granovetter, M. (1983).
The strength of weak ties - a network theory revisited.
In R. Collins (Ed.) Sociological theory 1983, 201 - 233.
San Francisco : Jossey-Bass. (Cited in Bandura (1986) op. cit.).

Hammersley, M. (1984b).
Staffroom news. In A. Hargreaves and p. Woods (Eds.) Classrooms and
staffrooms : the sociology of teachers and teaching.
Milton Keynes : Open University Press. (Cited in Miller (1994b) op. cit.).

Hovland, C. I., Janis, I. L. and Kelley, H. H. (1953).
Communication and persuasion : psychological studies of opinion change.
New Have, CT : Yale University Press. (Cited in Eiser (1994) op. cit.).

Klein, M. (1932).
The psycho-analysis of children. London : Hogarth Press. (Cited in Lane
(1990) op. cit.).

Little, J. W. (1990).
Teachers as colleagues. In A. Leiberman (Ed.) Schools as collaborative
culturs : creating the future now. Basingstoke : The Falmer Press. (Cited
in Miller (1994b) op. cit.).

Lortie, D. (1975).
School teachers : a sociological study.)
Chicago : Chicago University Press. (Cited in Miller (1994b) op. cit.).

Marris, P. (1975).
Loss and change. New York : Anchor Press/Doubleday. (Cited in Fullan
(1993) op. cit.).

Pascale, P. (1990).
Managing on the edge. New York : Touchstone. (Cited in Fullan (1993)
op. cit.)

Reckless, W. (1967).
The crime problem. New York : Appleton - Century, Crofts.
(Cited in Akess (1977) op. cit.).

Reiss, A. (1951).

Delinquency as the failure of personal and social control.

American Sociological Review 16 : 196 - 207.

(Cited in Akers (1977) op. cit.).

Rosenberg, M. J. and Hovland, C. I. (1960).

Cognitive, affective and behavioural components of attitudes.

In C. I. Hovland and M. J. Rosenberg (Eds.) Attitude organisation and change : an analysis of consistency among attitude components.

New Haven, CT : Yale University Press. (Cited in Eiser (1994) op. cit.).

Sarason, S. (1971).

The culture of the school and the problem of change.

Boston : Allyn and Bacon. (Cited in Fullan (1993) op. cit.).

Spradley, J. P. (1979).

The ethnographic interview. New York : Winston. (Cited in Powney and Watts (1987) op. cit.).

Sumner, W. G. (1906).

Folkways. Boston : Ginn. (Cited in Akers (1977) op. cit.).

Sutherland, E. H. (1939).

Principles of criminology, Third Edition, Philadelphia : J. B. Lippincott.

(Cited in Akers (1977) op. cit.).

Vold, G. B. (1958).

Theoretical criminality. London : Oxford University Press.

(Cited in Akers (1977) op. cit.).

Wagner, A. C. (1987).

'Knots' in teachers' thinking.

In J. Calderhead (Ed.) Exploring teachers' thinking. London : Cassell.

(Cited in Miller (1994b) op. cit.).

Wellford, C. (1975).

Labelling theory and criminology : an assessment.

Social Problems 22 : 313 - 32. (Cited in Akers (1977) op. cit.).

Wicker, A. W. (1969).

Attitudes vs Actions : The relationship of overt and behavioural responses to attitude objects. Journal of Social Issues, 24, 41 - 78.

(Cited in Eiser (1994) op. cit.).